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NATIONAL VOLUNTARY SERVICE

HEARINGS

BEFORE THE

SUBCOMMITTEE ON GENERAL SERVICES,
FEDERALISM, AND THE DISTRICT OF COLUMBIA

OF THE

COMMITTEE ON
GOVERNMENTAL AFFAIRS
UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

APRIL 24, 1989 (Knoxville, TN)
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PREFACE

In the majority of current national service proposals, students, school officials and community leaders would make up the core of any federally supported national, State or local service program. Thus, the primary purpose of the four National Voluntary Service hearings held in Tennessee by the Subcommittee on General Services, Federalism and District of Columbia for which I serve as Chairman, was to obtain the perspectives of the above mentioned groups on volunteerism and the concept of national service. By bringing together the people who would play a major role in a national service program, the hearings could serve as an effective indicator of what proposals and ideas might be successful or unsuccessful.

In order to accomplish this task, the staff of the Subcommittee and my State Offices went to great lengths to identify, contact and bring together those students, teachers, counselors, school officials, community leaders and others who could contribute to the dialogue on volunteerism and national service. As a result of this intense effort and hard work, at the four hearings there were students and teachers present from over fifty different high schools. Additionally, there were representatives present from approximately three dozen community and volunteer service organizations.

The contact and logistical work that went into putting on the hearings in Knoxville, Chattanooga, Nashville, and Jackson on four consecutive days was indeed considerable. However, the hearings ran smoothly, the dialogue was stimulating and the hearing record should serve the Congress well as a gauge of public opinion on the issues surrounding national service.

Therefore, I would like to acknowledge the following people for their fine work in arranging these hearings for the Subcommittee: Jeff Lane—my Legislative Director and Hearing Coordinator/Stephen Amitay—Subcommittee Hearing Coordinator/John Wagster—Personal Staff Assistant/Paul Bivens—East Tennessee Field Rep./Gene Hartsook—East Tennessee Director/Beth Jones—Chattanooga Field Rep./Keith Miles—Tennessee Press Secretary/Meribeth Blank—Nashville Staff Assistant/Neal Smith—Jackson Field Rep.

JIM SASSER,
Chairman, Subcommittee on General Services, Federalism and the District of Columbia.

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NATIONAL VOLUNTARY SERVICE

MONDAY, APRIL 24, 1989

U.S. Senate,
Subcommittee on General Services, Federalism,
and the District of Columbia,
Committee on Governmental Affairs,
Knoxville, TN.

The Subcommittee met, pursuant to notice, at 9:30 a.m., at Central High School, 5321 Jacksboro Pike, Knoxville, TN, Hon. Jim Sasser (Chairman of the Subcommittee) presiding.

Present: Senator Sasser.

INTRODUCTION BY EARL C. HOFFMEISTER, SUPERINTENDENT, KNOX COUNTY SCHOOLS

Mr. Hoffmeister. Ladies, gentlemen, and students, we are honored to have here today at Central High School Senator Jim Sasser. Senator Sasser is Tennessee's senior Senator, and he has been representing Tennessee for 13 years. Senator Sasser is chairman of the Senate Committee, a position of great power and importance.

I have known Senator Sasser for quite some time now. And in this time, he has always taken the opportunity to find out what Tennesseans of all ages think about those issues that affect us. We are honored that you have chosen Central High as a location for your hearing on National Service.

Well, I wanted to keep this introduction brief, so, Senator, let me again thank you for coming here today and on behalf of the Knox County School System, welcome.

OPENING STATEMENT OF SENATOR SASSER

Senator Sasser. Well, Earl, thank you for that gracious introduction and I am indeed pleased to be here today at Central High. I want to begin by telling you how good it is to be back in Tennessee. As most of you know, I've spent the last several months in Washington as Chairman of the Senate Budget Committee, working to hammer out a budget agreement with the President. Now, I was glad that we could reach that bipartisan agreement, but I've got to tell you that I've heard about all I want to hear for a while about numbers and deficits and all the other technical economic jargon that we throw around up there. It's refreshing to come back and talk to real people about the real events in their lives. And that's why I'm here today, to talk to our young people and other involved citizens about the experiences they have had in serving their communities, and to discuss the idea of creating a National Voluntary Service Program.

This is a field hearing held by the Senate Governmental Affairs Subcommittee on General Services, Federalism, and the District of Columbia, which I chair. The views expressed here today will play a vital part in our efforts in Washington to put together a voluntary program that will take advantage of the energy and talent of citizens all across the country.

It is very fitting that today's hearing is being held in Tennessee, the Volunteer State. Throughout the history of this country, Tennesseans have always been in the forefront when it has come time to serve our Nation, both in war and in peace. Tennesseans have responded in times of war, in times of national depression, in times of disaster, and Tennesseans believe in doing their part.

Well, throughout the United States today we find that some of the basic needs of our country are being neglected, basic needs in the field of education, in the field of health, child care, the environment. All these are areas in which it has been estimated that 3½ million people could be put to work to right the problems that have occurred. They could be put to work as tutors, as orderlies, as health care aides, laboring in our national forest, rebuild trails, plant trees, working on the farmlands to help stop soil erosion, working in the parks and working in the neighborhoods.

I have a real interest in this whole concept. I have two youngsters, one who's now a sophomore in college, the other who is a senior in high school. For a number of years they have gotten involved in programs such as Habitat For Humanity, in which they've helped construct homes and rehabilitate old houses principally for elder citizens. My daughter, in Washington, founded a tutoring system through our church. She and a number of her young friends every Saturday would drive into one of the deprived areas in Washington. There they would work with children, young people, most of whom came from families in which there were a lot of problems. Sometimes these children were cared for by grandparents, uncles, aunts. She would work with these children on weekends to try to teach them some basic mathematics, English, and other subjects. She found it very rewarding, and the students that she taught and her fellow teachers learned an enormous amount also.

Students are serving in the front lines across this country in the battles against illiteracy, homelessness, hunger, crime, drug abuse, and many of us in Washington have begun to think that it might not be a bad idea to have some kind of national service program. My friend from Georgia, Senator Nunn, has introduced legislation that would allow young people to sign up in a national service program. At the end of one year in that program, they would be awarded $10,000 that they could use to go to college. At the end of 2 years they'd be awarded even more funds that could be used also for college. In the alternative, they could go in the military, and, after 2 years in the military, these young people would be awarded up to $24,000 that could be used to further their college educations or in some instances could be used as a down payment on a home.

The idea being that this would encourage young people to go into service to their community, to their Nation, and, as a token of its gratitude, the Nation, similar to what it did during the days of the GI Bill of Rights—Earl Hoffmeister and some of the older ones like me remember—would make arrangements to help send young people to college, if they wished to do so. This is the legislation sponsored by Senator Nunn of Georgia.

There are a number of other ideas that are floating around. In California, for example, there is a program called the California Conservation Corps operated by State government. Young people between the ages of 18 and 25 can sign up for it. They serve for a year or two in 1-year intervals. They are paid a subsistence wage to work in the national parks to do various and sundry tasks around the state, and, at the conclusion of that program, they are awarded a year or two of free tuition in a state university. This program encourages young people not only to serve their communities but it also is a way for communities to indicate their gratitude by helping young people to go to college.

Unfortunately, a recent survey of California high school seniors found that principal among their goals in life was "making a lot of money," and the same survey found that finding a purpose and a meaning in life was something that did not seem very important to these California high school seniors. Well, there's nothing wrong with wanting to make a lot of money, and certainly there's nothing wrong with making a good living. That's part of the American way of life. But we also would like to think that young people, particularly, would be interested in trying to have a meaningful life. One in which they could not only serve their own interests but also serve the interests of their countrymen and serve the interests of those in their community. There's a strong feeling on the part of many people that young people would get more out of life—indeed we would all get more out of life—if we thought more in terms of trying to do more for the common good and less, perhaps, for our own selfish, personal advancement.

Well, that's the reason I'm here today, to determine whether or not the concept of national service would be something that would interest the young people of Knoxville, and the young people of Tennessee. As for the people in this panel to my right, through the vantage point of those who work with young people in volunteer organizations they will give us their ideas about whether or not its a feasible idea. From this information that I'm going to take here in Knoxville today, in Chattanooga tomorrow, in Nashville Wednesday, and in Jackson, Thursday, we'll develop a sense and a feel of how students feel, and develop a sense of whether or not it would be worthwhile to go ahead and try to fashion some legislation in the Congress that would be capable of actually getting the job done.

Now I'm going to introduce our panel, Mr. Hoffmeister, if that's all right. We're pleased today to have with us Stacey Ellison from Central High School, who is the Class Salutatorian and member of the Student Council and Key Club. Stacey is involved in volunteer work with the Girls State Program, St. Judes Hospital, and Teen Board. She is joined by Joe Phillips, also of Central High School, a member of the Key Club, who works on the school newspaper and is a member of the Southeastern Champion Debate Team.

Matt Currin of Farragut High School, who is president of the Key Club, and does volunteer work at the Child and Family Services Center and the Ronald McDonald House.

Karen Froelich of Farragut High School, who is editor of K–T Key, the Key Club newspaper for the Tennessee-Kentucky district. She does volunteer work for the Teen Board.

John Whitton from Rule High School, a member of the Key Club and the Distributive Education Clubs of America. He does volunteer work for a community food services program for the needy.

And last, but certainly not least, Mike Williams from South Young High School. He is lieutenant governor of the Key Club, and he does volunteer work at the Kiwanis Fresh Air Camp for Children.

Our adult panel today will consist of Mr. Ira Gladson, the Supervisor of Group Testing of the Knox County Schools, Administrator for the Kentucky-Tennessee District of Key Club International; Paul Galey of Webb High School, Administrator for the school's community service curriculum requirement; Debbie Collette, Director of the Knoxville Habitat for Humanity Program; and last, Mr. James C. White, the co-chairman of the Volunteer Center Committee of the United Way of Greater Knoxville.

Students and panel, I thank you very much for participating this morning. I suspect, Stacey, we ought to start with you, if we may, and then just work our way right down the panel and see what you have to say about volunteer service. You may proceed, please.

TESTIMONY OF STACEY ELLISON, STUDENT, CENTRAL HIGH SCHOOL, KNOXVILLE, TN

Ms. ELLISON. Volunteer services are a part of my life. I have been involved in many community services such as Proffitt's Trendsetters, Knoxville Teen Board and the Key Club. I have participated in many community projects such as St. Jude's Walk-a-Thon, Kid's Fair and answering Santa letters. While I enjoy doing community service; however, it was the idea of being involved in such organizations that sparked a commitment. The incentives behind these organizations for young people to join are superb. For example, Proffitt's Trendsetters includes everyone in at least three fashion shows, gives young people the opportunity to make new friends, and a chance for a college scholarship.

From doing community services, I have learned how to work with others in accomplishing various projects. I have experienced the satisfaction of helping needy people. For example, last Christmas I was given a Santa letter from a 7-year-old girl by the Key Club. I was told to do the best that I could with only $100. I took great pride in selecting the biggest doll house I could find, the prettiest doll, and the warmest coat—for the right price. It was very important to me to buy the perfect gifts, because I knew that these gifts would be all that this child would receive for Christmas. These deeds left me with a feeling of self-satisfaction that is inexpressible. I have learned the lesson that volunteer service is more than an option. It is now a prominent need in today's society. People have begun to work only for themselves and they have begun to ignore the needs around them.

In the future, I do plan to stay involved in volunteer organizations so that I may serve the community and fulfill needs not met by material possessions, but met only by the caring of another person. Thank you.

Senator Sasser. Thank you, Stacey. We'll hear now from Joe Phillips.

TESTIMONY OF JOE PHILLIPS, STUDENT, CENTRAL HIGH SCHOOL, KNOXVILLE, TN

Mr. Phillips. According to Webster's Dictionary, the definition of "volunteer" is to offer freely or spontaneously of oneself. Keeping this in mind, a great aspect of volunteerism is the fact that Tennessee is nicknamed the "Volunteer State." This is due to the fact that more men from Tennessee volunteered for the wars than those of any other state.

Like those men from Tennessee, the opportunities for both students and adults are immense. Here at Central, we have a strong Key Club, choral and drama programs, which do various community projects. However, volunteer work does not have to start, or end, at school. For example, United Way, church groups and various other committees are practically pleading for people to help them help others.

Some people insist that volunteer work is a waste of time, but volunteer work is a good investment when you consider the end results. Not only does volunteer work help others, it will help yourself. Volunteer work is beneficial in the viewpoint that you can discover a new talent, meet new people and friends, and share time with others who appreciate it.

Volunteer projects for your church, school or club is profitable for both you and the person you are helping. Though it may sound absurd, giving truly is better than receiving. Giving of yourself allows you to see what blessings we have. Giving of yourself allows you to appreciate the ability to use your legs. It makes you thankful that you can accomplish such tasks as writing your name, brushing your teeth, or feeding yourself.

Voluntary work is great. Volunteer work is profitable. Volunteer services are like gold mines. You may have to work extremely hard at it, but the results are worth the effort. Yet the services differ from gold mines in that the opportunities are not rare, they are infinite. All around us people need our help. We must be like the Good Samaritan. We must not look at who the person is, but we must look at what their problem is.

You see, not only are volunteering opportunities immense, beneficial and infinite, they are boundless, for the demand far surpasses the supply. Webster defined "volunteer" as to give freely or spontaneously of oneself. I define "volunteer" as to give freely or spontaneously of oneself, one's talents, one's care, concern and time. The key to being a volunteer is just that—to volunteer. Thank you.

Senator Sasser. Thank you very much, Joe. We'll hear now from Matt.

TESTIMONY OF MATT CURRIN, STUDENT, FARRAGUT HIGH SCHOOL, KNOXVILLE, TN

Mr. CURRIN. Some of the volunteer and community service activities I've been involved with are directly attributed to my membership in the Farragut High School Key Club, a community service organization. Through the Key Club I've sold balloons at one of the home football games to raise money for the Cystic Fibrosis Foundation. I monitored the runners and directed traffic during the Run for the Rainbow, to benefit the United Way. I've helped teach future Special Olympians how to ski during the Winter Special Olympics in Gatlinburg. I even performed as a clown and managed a putt-putt game for the children at the birthday party for the downtown Knoxville Ronald McDonald House. These are just to name a few. But aside from activities organized by the school or various clubs, I also volunteer my time as a counselor at a camp for the mentally handicapped.

I became a volunteer initially because of my parents' influence. My mother was the head nurse at the camp for the mentally handicapped. Ever since I was five years old she would take me up there to spend the week with her. So every summer I went. By the time I had turned fourteen, I was given the title of assistant counselor, and that following summer I had achieved the dubious rank of counselor. In a few more months I'll be turning 17 and I have already got my bunk reserved for another trip to camp. Had it not been for my parents' influence when I was quite young, I am not sure whether or not I would be involved in as many volunteer or community services organizations as I am now.

Through my lifelong experiences at camp and my high school career as a Key Clubber, I've learned that by contributing my time and effort as a volunteer, I have not only brightened the lives of many mentally handicapped campers but also the individuals who received aid from the charitable organizations that I have worked with. Being able to see exactly where my hard work has gone, seeing all the good I've done for those who are less fortunate and seeing the smiles on their faces, has made me a much more generous person and made the long hours of work worthwhile. It seems, though, out of all the time and energy I devoted, I was the one who may have benefited the most. The experience I've gained and the friends I've made will last me a lifetime. There isn't a feeling that can replace the one you get when you work with a group of people who are dedicated to volunteer and community service. Just being in the presence of these individuals can make you a better person and give you a whole different perspective toward avid volunteer and community service.

If the few things I've mentioned about work as a volunteer or as an active community service member are any indication of how I feel toward them, it's obvious I'm going to be busy doing volunteer and community service work for a pretty long time

Senator SASSER. Thank you very much, young man. We will hear now from Karen Froelich.

TESTIMONY OF KAREN FROELICH, STUDENT, FARRAGUT HIGH SCHOOL, KNOXVILLE, TN

Ms. **Froelich**. I am very active in the Knoxville Teen Board, Key Club, Student Council, and the "Just Say No" Program along with many other clubs. Through the Knoxville Teen Board, I have had the opportunity to do work for several organizations such as the Heart Fund, the Arts Council, Children's Hospital through their fund raiser Fantasy of Trees, the Milk Fund, the March of Dimes, the Salvation Army, the Empty Stocking Fund, the American Cancer Society, the Channel 2 Network, and St. Judes Hospital. I have been able to help Ronald McDonald House because of Key Club. Through the Student Council, I have been able to bring a little cheer to needy families in my community during the holiday season through the Christmas Basket Program. I have been able to teach fifth graders about the effects of drugs and alcohol and how to say no by being a Just Say No counselor.

I began to do volunteer work through the clubs I was involved in. At first, it was an opportunity to be with friends, and, oh, yes, to help others, but the helping others part began to be more important the more I served. And soon I realized it was my duty as an American citizen to help others. I realized that we Americans needed to work together as a team in order for our country to prosper. Therefore, I wanted to reach out and help my fellow teammates and give them a helping hand. Most importantly, it was an opportunity to give back what God has so richly blessed me with.

As a volunteer, I have learned how truly blessed I am. It has made me more sensitive to the needs of others. I have learned what a difference one person can make. I believe it has also taught me to be a better leader and how to work with people.

I plan to continue to do my community service work in the future. As Edward Hale, one-time Chaplain of the United States Senate once said: "I am only one, but I am one. I cannot do everything, but I can do something. Therefore, I will not refuse to do the something that I can do." As long as I can continue to make a little difference in someone's life, to bring a little cheer or a smile, I will most certainly continue to serve. Thank you.

Senator **Sasser**. Thank you very much, Karen. John Whitton, please.

TESTIMONY OF JOHN WHITTON, STUDENT, RULE HIGH SCHOOL, KNOXVILLE, TN

Mr. **Whitton**. I am involved in many types of community services. Most of my work is in conjunction with the service clubs at Rule High School where I am a senior. A few of these clubs are the Key Club, Students Against Driving Drunk, and Student Council. The most prominent service club that I am involved in is the Key Club. I say this because of the service project that we perform annually.

The Key Club relies solely on voluntary service from a network of people for the completion of our Thanksgiving project which is to distribute 50-plus baskets to indigent families each year. Originally, the baskets were filled with enough food for the Thanksgiving dinner; however, we recognized a growing need for staple items.

Thus, the contents of our baskets have increased. For example, this year we added fresh fruit to our baskets. The Key Club members canvas various neighborhoods in the area for donations of food and staple items. The entire school population assists the Key Club by donating food or money. Boxes are placed in the faculty lounge to receive food donations and also aluminum cans. The faculty of Rule makes a tremendous effort to see that our project is a success. Many teachers give monetary donations as well as food. One of our guidance counselors, Mariana Davis, spreads the news of our efforts at her many speaking engagements. Once people are informed of our project, they are more than willing to help our cause.

Many area businesses also help by discounting the prices of fruit, meat, and bread. Our Adopt-A-School partner, Delta Airlines, donates hams and canned foods to fill 15 baskets. In addition, the A.J. Metler Hauling and Rigging Company placed a jar in their lounge and collected over $200 for our Thanksgiving project last year. Without volunteers, our Thanksgiving basket project of over 50 years would not be the number one service project that it is.

The reason I became a volunteer is because I enjoy working with people. I started as a volunteer my freshman year in high school because I was involved in the Key Club. Being a volunteer has helped me to become a better person in that it has led me to take pride in my work. Whenever I help someone today, I go away feeling a little better. After I help deliver a Thanksgiving basket, I leave knowing that a family will have a Thanksgiving dinner. When I sit down to enjoy my own Thanksgiving dinner, I feel truly thankful, not only for being alive, but for being able to help others and to insure a truly happy Thanksgiving for many others who would otherwise be without a dinner.

I plan to continue my community service in the future. I plan to join the Circle K Club at the University of Tennessee at Chattanooga. Circle K is a service club based on the principles of Key Club, but on a collegiate level. As I have said previously, I enjoy helping people. It is something that I have been brought up with and I think will always be needed. Thank you.

Senator **Sasser**. Thank you very much, John. We will hear now from Mike Williams.

TESTIMONY OF MIKE WILLIAMS, STUDENT, SOUTH YOUNG HIGH SCHOOL, KNOXVILLE, TN

Mr. **Williams**. Senator Sasser, on behalf of the student panel, we would like to thank you for allowing us to speak today. We are truly honored to have the opportunity to give you our views on volunteerism. My community service work started early in my life through church oriented activities. Our church is greatly involved in the nursing home ministry. We took food baskets to the elderly often, spent time singing and talking to them, and we even went on Christmas morning to take gifts to the nursing home patients, realizing that without visitors and gifts they wouldn't have a very special Christmas.

I was in community service then because my mom and dad brought my brother and me along with them on these activities.

However, I'm in it now because I'm a volunteer, because I want to be in it, and because I care about the people I've helped.

Perhaps the best way in which I am able to serve people in school and community is through Key Club. With over 125,000 student members worldwide, Key Club International is the world's largest high school service organization and there are many Key Clubbers that are with us today. This year, I was Lieutenant Governor in the Kentucky-Tennessee District of Key Club, and President of the South Young High School Key Club. In the past few years, our club has conducted many service projects. For the past 2 years, the K-T District Project has been to give support to the Ronald McDonald Houses. Our club has been to the Knoxville House several times to clean the house, clean the grounds, rake the yard, water the plants, and we've even cooked dinner for the families staying there. We have also helped to raise money for the House through aluminum can recycling.

Another club project is helping the Muscular Dystrophy Association. We volunteered people to answer phones at the annual M.D.A. telethon, raised money for the M.D.A., and focused much of our attention on a 65-year-old lifetime victim of muscular dystrophy. He has never walked a day in his life. When his circumstances were brought to our attention, he was in dire need of money and food. Through many school and church efforts, food baskets were taken, and money was given to him.

It is because of people such as this man, Mr. Hurstle Lawson, a resident of South Knoxville, that I have stayed in community service throughout middle school and high school. The fact is, when one visits this man's home, he has a way of making that person feel good, in spite of all his problems. The satisfaction that comes from helping people in need is what I have benefited from from volunteering, and, for that same reason, I will continue to volunteer myself as long as I am able, because I realize how much I have been blessed.

A lady I talked to told me that 20 years ago she tried to volunteer her services to several area hospitals. As unbelievable as it now seems, she was basically told that she was not needed. She either had to be a teenage candy-striper or a senior adult to help with the auxiliary. Today, however, the field is wide open to anyone who is willing to volunteer any kind of services on their own time schedule. But now the number of volunteers is limited. More volunteers are needed, both in neighborhoods and nationally. I have been and will continue encouraging volunteerism in my school and community, because there is a definite need for help everywhere. Thank you.

Senator SASSER. Well, Mike, thank you very much, and, before turning to our other panelists, I want to ask our student panel here some questions. There are a number of things that struck me by your very excellent statements. Matt Currin and Mike Williams both said in one way or another, and I think you all echoed their thoughts, if not directly, that you felt that through your volunteer work that perhaps you benefited even more than those that you helped. That's what my daughter, Elizabeth, told me one day when I was congratulating her on the great work her little tutoring organization had done. She told me, "Well, dad, you know I think that I learned more from those we were tutoring than they learned from me."

I want to ask you some questions and I want you all to feel free to respond. I want to see what you really have got on your minds and see what you think about some of the proposals that are being discussed in Washington. Now let me just ask you this. What would be your feeling about leaving home and working full time for a year doing a service job somewhere at only a subsistence wage and would you be more inclined to do that if you knew that after a year you would receive $10,000 credit toward college or job training or under certain circumstances even $10,000 for a home down payment? What's the reaction of the group to that idea? Would you be more inclined to do it as a result of the reward to come at the end, or do you think it's a good idea? Let's just sort of talk about that. Do you think many young people would be interested, and, of those who would be interested, would they be young people like yourselves, from middle income or upper/middle income families or would they come principally from lower income groups? What do you think about it? What do you think about that kind of program? Who wants to take a crack at it?

Mr. CURRIN. For example, if you say that I graduated from college or high school next year and I needed the money for tuition for college?

Senator SASSER. Well, let's just look at it this way Matt. Let's say that you graduated from high school and you wanted to sign up with a young people's service corps. Let's just give it a name. It doesn't have a name. The Young People's Service Corps would pay you a subsistence wage and provide you with housing and food for a year and perhaps they would send you to Oregon to work in a National Forest there for a year. Perhaps they would send you to Los Angeles to work in a deprived neighborhood there, working with young children helping tutor. Perhaps they would send you to Chicago to work in a volunteer child care center to try to help working welfare mothers get off of welfare and into the job stream and one of the ways that they could be helped would be having some kind of volunteer child care program all supervised by a full-time supervisor. What would be your reaction to that? Would it be something you would be interested in doing or not?

Mr. CURRIN. Senator, this would be for 1 year?

Senator SASSER. One year. If you sign up for 1 year intervals, you could go for 1 year or a maximum of 2 years.

Mr. CURRIN. As you said there would be no schooling so you would be just doing this volunteer work?

Senator SASSER. One of the programs that they have advanced is there would be no schooling. It would be a full time service program. Another program that is being advanced is that it would be a part-time service program that would be something that takes place either near your home or near the place where you would be going to school. So in the part-time concept, you would be going to school and then doing the service work after school on a regularly scheduled basis just as if you were doing the job. It would be part of your job. Which one of those concepts is most attractive to you? Is either one of them attractive to you? Not just you, Matt, but any of you take a crack at it. Go ahead.

Mr. Currin. Well, if you say that you do work part time and try to go to school part time, will they still—do you have a choice of where you want to go? What kind of schooling—would it be like going to college and having a part-time job.

Senator Sasser. It could be like going to college and having a part-time job, yes.

Mr. Currin. Say that the school I wanted to go to, though, was the University of Michigan and the area that the work was at was in Oregon or Los Angeles?

Senator Sasser. So, obviously, you couldn't do part-time work in Oregon and be back and forth to Ann Arbor, Michigan, so there would have to be a job there in Ann Arbor or close to it. where the university is, for the program to work, but I gather from sort of the general address of your questions—and don't let me put words in your mouth—but I gather from the general address of your questions you would be more interested—it would be more attractive if it were part-time close to the place where you are going to school. Is that a fair assessment or not?

Mr. Currin. Yes, though it seems that you said that there would be housing and minimal or subsistence pay. Would part-time also have the $10,000 tuition?

Senator Sasser. Well, there would be some tuition help. You wouldn't get—I doubt seriously that you would get full—the $10,000 program. The one advocated by Senator Nunn, would require full-time service for a year. It would be just like going into the military. In his program, you would have the option. You could either go into a civilian service organization for a year or two or you could go into the military for a specified period of time. It would be just like volunteering for the military, but instead you would volunteer for a civilian service organization and at the conclusion of your service then you would be entitled to the lump sum payment.

Ms. Froelich. Senator, I think that there are a lot of students that need money for college and don't want to go into the military. I think this would really be a good idea. There are also a lot of students who are not sure what they want to do and they're not sure if college would be an option. They're not sure what other things would be an option and they're not ready to go in the work force, and for these people I think this would be a really nice choice for them, a nice option.

Senator Sasser. One of the attractions that some of the proponents of these programs argue is that it will allow young people who are just out of high school, who perhaps aren't sure if they want to go directly to college, or, if they want to go to college, they're not sure what they want to study, or young people who don't have the financial wherewithal to go to college, or young people just out of high school who might want to have a year or two off, to kind of catch their breath and decide what to do with their lives. This year or two of volunteer service might give them the opportunity to do all of those things.

Mr. Phillips. The offer sounds very exciting, getting away for a year and working in a new job, deciding what they'd want to do, and, like you said, at the end of the year you would have a down payment toward your college tuition. But yet, don't you think that the people who need this the most are like the lower income, and the upper income would feel they would not have to do it. Maybe for the lower income their only option would be to go and do this youth corps program or into the military.

Senator SASSER. Well, Joe, you've put your finger on one of the major criticisms of the whole concept, and that is that it will not attract upper income young people or even middle income young people, and that it will end up attracting only young people who come from lower income groups. Critics say the upper income and middle income would go ahead and go to college and low income youngsters will go into a volunteer service organization to try to get their stake, so to speak, to go on to college. So you've put your finger on it. Now, the question comes, I gather that you don't feel that just the concept of being in service to your country or just in service to your fellow human beings would be enough of an inducement to get a significant number of middle income or upper middle income students to get in the program.

Mr. PHILLIPS. Yes, sir. Perhaps you know today most people are more greedy. They think more about what they can do for themselves rather than what they can do for someone else. To make this offer to them when they can afford college, I think they wouldn't be interested in going into this at all. They can already afford to go to college because of their family's income. Maybe, as I said, it would be the exception just for the lower income, perhaps be their only option. People are greedy, and the prevailing attitude I detect is why help someone else if I'm already getting by?

Senator SASSER. John, did you or Mike want to add something here?

Mr. WILLIAMS. With the people I know at school, I think that more of the lower income students and families would need the option of full time or part time service. I think getting tuition money for national service is a good idea because a lot of lower income people haven't even thought about going to college because they felt they wouldn't have the money. If they have this full-time service program, then for one or 2 years they could think about going to college while they're doing this service work. Then, at the end of the term, they'd have the money for college or a home down payment or whatever. Also, the part time service option, I think, is a great idea because you could still go to school at the same time. I think they're both good ideas. However, I definitely think there is a need for a full-time/part-time option.

Mr. WHITTON. I also agree with the opinions about lower income families and the middle income families. You'll be getting people who actually need the money who would be willing to donate their time to volunteer service. If the people who don't really need the money are going, then they're not really going to be interested in helping the people and you're going to have people just doing that because they feel compelled by their parents or by their peers to do that. If you introduce that, then you'll get people who are just there to pass the time of day and who won't be generally interested in what they're doing. But there needs to be an option of part time also.

Senator SASSER. They're flashing me a signal here that we're going to have to move along. I guess we're getting short of time.

Why don't we turn to our panel here and then we may want to come back and pursue this discussion a little farther down the line.

Mr. Gladson, can we start with you this morning.

TESTIMONY OF IRA GLADSON, SUPERVISOR OF GROUP TESTING, KNOX COUNTY SCHOOLS, ADMINISTRATOR FOR KENTUCKY-TENNESSEE DISTRICT OF KEY CLUB INTERNATIONAL

Mr. **Gladson**. As far as volunteerism and community service, currently I serve as administrator for the Kentucky-Tennessee District Key Clubs. Also, I serve with the Kiwanis Club of Knoxville, Incorporated, and serve with the Appalachian Valley Board. In the immediate past few years, I've worked with the Florence Crittenton Agency, the Knox County Human Services Advisory Board, the Greater Knoxville Kids on the Block Advisory Group, and the Child and Family Services.

For the past 6 years, my volunteer service has been directed toward administering the programs of leadership and community services for Key Clubbers in the Kentucky-Tennessee District. This district is composed of the states of Kentucky, Eastern and Middle Tennessee and a small corner of Georgia and a small portion of Virginia around Bristol. The membership of Key Clubbers in this area is 5,500 students. The district is governed by an elected student board of 21 students. My primary duty is training and working with the board.

Although district projects of service are encouraged, each local club may choose service projects appropriate to the local community. The training and leadership that I along with six other adult volunteers provide requires volunteer time of approximately 20 nights and 20 days away from home per year.

"Caring: Our Way of Life" is the motto of the Key Club, and students live by that creed. Pride in the Key Club is the force that causes other students to join the Key Club and do community service. Key Club is the largest high school service organization in the world.

This speaker believes that volunteer service by school students is payment in itself. However, this speaker believes that community service by young students in college could use scholarship aid as payment for community service in approved United Way agencies and similar agencies.

A national service program is an idea I feel needs exploring. I personally see many needs at different agencies which could be alleviated with proper volunteerism or by even a paid employee. Graduates of high schools who need financial aid for college could easily accept study-work financial aid packages having to do with the volunteerism concept, as many colleges and universities at the present time do have financial aid packages.

My volunteerism is a small repayment for all those individuals who in the past in a volunteerism way helped me in high school and in college. Thank you.

Senator **Sasser**. Thank you very much, Mr. Gladson. Mr. Galey.

TESTIMONY OF PAUL W. GALEY, CHAPLAIN, WEBB HIGH SCHOOL, ADMINISTRATOR OF THE SCHOOL'S COMMUNITY SERVICE CURRICULUM REQUIREMENT [1]

Mr. GALEY. Thank you, Senator Sasser.

At the beginning of the present academic year, Webb School of Knoxville, a private college preparatory school of grades 5 through 12, began a program called the Service Learning Project. This program requires all students attending the high school, approximately 400, to do one or more service projects before graduation, and it's based on the idea that educated persons are not truly educated until, taking what they have received, they have learned to give, and on the teachings of Jesus that a true leader must first be a servant.

The time requirement of the Service Learning Project is to have completed 120 hours of service during the student's 4 years in high school. These hours are to be completed before graduation and earn the student one credit. The basic stipulations on how the requirement can be fulfilled are as follows. The student may not do more than 60 hours in 1 calendar year, for the reason that the student's experiences in a project as a freshman may produce learning of a different value than experiences he or she might have as a junior. The project must be done for a nonprofit organization, the only major exceptions being privately owned hospitals and nursing homes.

The full 120 hours can be done with the same organization providing it is not what we would refer to as a familiar situation. A "familiar situation" would be one with which the student has had a close, weekly relationship, such as church, synagogue, Boy or Girl Scout troop, school, etc. Work within such a familiar situation can be done for a maximum of one-quarter of the total number of required hours, in other words, 30. The students are encouraged to use summers to serve or to at least make arrangements with an organization they would like to associate with during the school year. Now work may be done during school hours. The student must fill out necessary forms, and written permission must be obtained from parents.

The range of activities and organizations open to the student for fulfillment of this project is very broad. Within the guidelines mentioned above, certain projects at the school can be done; however, 80 to 90 percent of the students choose to serve out in local communities. By far the most popular type of project is working with children. This includes the local Ronald McDonald House, various agencies working with abused or handicapped children, the Boys Clubs and YMCAs, and tutoring. Local hospitals have also benefited from our students, as well as the zoo. We have had students work with museums, government agencies, such as the Department of Human Service, Habitat for Humanity, the Union Rescue Mission, summer camps, youth baseball and soccer leagues, and there have been many individually created projects as well.

The overall reaction to the program has been very positive. Many of our students had already had experience in community service through their local religious affiliation, through their or their parents' association with community service agencies or other organizations, or through projects previously initiated by the school annually. These students found it most natural to continue their commitment through the service learning project. Many other students, as one might anticipate, initially viewed the program as another burden Webb School felt compelled to lay upon them. However, several of that opinion have taken the opportunity in our daily Chapel Program, during which every student in grades 10 through 12 must present a talk at some point in the school year, to express how meaningful their experiences were. These are particularly gratifying because of the growth process involved.

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[1] See p. 107 for Mr. Galey's prepared statement.

Still others have expressed the sentiment that they have no complaint about helping others until they are told they must, and they, along with those who feel they don't want to work for anyone if they are not going to get paid, have been less than receptive. As the director of the program, however, that minority attitude has been far outweighed by the responses of those who have said that they had wanted to do something for a long time but didn't know how to go about it or what to do. These are the ones who have truly learned service.

The preceding description of the service learning project at Webb School has, I think, also built a case for my belief that such a program can be effective if implemented nationwide on the high school level. I strongly believe that this would be the ideal place for such a program. The adolescent stage of development is a time for identity building and idealism. The teenager struggles with questions of individuality, the need for one to have a sense of one's own uniqueness and worth, while at the same time struggling with the need to be part of something larger. Wouldn't it be wonderful if, through a service program, every high school student in America could actively work on the necessary tasks of community building by contributing his or her own unique talents to the neighborhood, town, city, State, and country in which he or she lives.

We all know that the seeds of racial, social and economic dissatisfaction are sown in the hearts and minds of young people long before they reach high school. What better way to combat the growth of these destructive forces than with the constructive power of community service as they head toward maturity through high school.

Also, for economically disadvantaged areas, the school provides a central location in which and from which a work force with a true investment in the potential benefits could be educated and inspired to go out and attack the essential problems of the community, problems which are best understood by the members of that community.

In conclusion, I believe that a national community service program is possible and potentially beneficial if done in the right place, the school, at the right time, the high school years, and for the right reasons, education to build a better world. The spirit of volunteerism must live on in this country. I believe it will, reaching new heights, if the government dedicates itself to educating the young people of our high schools through a service program such as the one described in this report.

Senator SASSER. Thank you very much, Mr. Galey, for your very excellent statement. Ms. Collette.

TESTIMONY OF DEBBIE COLLETTE, DIRECTOR, KNOXVILLE HABITAT FOR HUMANITY PROGRAM

Ms. COLLETTE. Senator Sasser, I've heard before today about your children's involvement with Habitat for Humanity, and I'm sure that wherever they work, they were most appreciated. Most people here probably do not know what Habitat for Humanity is. I would like to give you just a brief statement as to what we do and what we're about.

We're a nonprofit church-related organization that builds houses for low income families. It is a home ownership program. In Habitat for Humanity, Knoxville Chapter, we hold our home mortgages for a 15- to 20-year term for the houses that we build here in Knoxville, and this is at zero percent interest. This makes housing affordable for very low income families and low income families, as their house payments with taxes and insurance come out at $150 a month. The reason that these houses are affordable is because of volunteers. Volunteers do 70 percent of the work that is done on houses here in Knoxville. We can build a 1,100 square foot house for $25,000. We have had the Homeowners Association of Knoxville tell us that if they built the house and they sold it, they would sell for between $35,000 and $45,000, which would put this house out of the range of the people that we serve.

We use volunteers to do everything from doing the framing, putting on the roof, hanging the sheet rock. Everything that is needed to be done in the house is what the volunteers do. But there is so many more things that need to be done with Habitat than just hammer and nails. We also need secretarial work. We have fundraisers that we need volunteers for. We have a newsletter that goes out that we need volunteers for. So there's a whole gamut of things that needs to be done that can help build houses without having hammering and nailing.

As government funds are lessened, the private sector has to pick up all of the things that are being left behind. It's up to individuals, and some individuals in the concerned community's organization, to pick up these things that the government is letting slide because of lack of funds. We have to take the initiative to fill these gaps, and it takes volunteers to do that. Unfortunately, I know of no way to legislate a sense of social injustice.

The survey done by USC about California seniors did not surprise me. In today's society, the family has come to the point to where success is measured in how many cars you have, how much money you have, how far on the ladder you have come. I have a volunteer who would like to come—she graduates next month—she would like to come and work for a year as a volunteer. Her family is opposing it violently, saying that is not making any money, where does that get you in the long run. These are parents that are teaching their kids that volunteerism isn't the way to go. Unfortunately, I see very much of that.

Sometimes, volunteerism has been decreased simply because of a lack of public awareness as to what needs to be done or what the needs are in the community. This past week I had a volunteer who was out working on a house, and, when I was explaining the whole program to him and said that sometimes we have people who cannot even afford $150 a month for a house, he said: "I saw an Arby's sign today where they're taking applications. If they just make minimum wage, they can afford $150 a month." I said, "Where was that sign?" He said, "Out in West Knoxville." I said, "How do they get from inner-city Knoxville to Cedar Bluff?" because there is no bus system. Suddenly it dawned on him that he did not know what the real world was about.

Sometimes, volunteers have good intentions but they do not know the full magnitude of the problem. I think that what we need is a sense of responsibility, a sense of social injustice, what we can do to make the world right. Thank you.

Senator SASSER. Thank you very much, Ms. Collette. Mr. White, please.

TESTIMONY OF JAMES C. WHITE, COCHAIRMAN, VOLUNTEER CENTER COMMITTEE OF THE UNITED WAY OF GREATER KNOXVILLE

Mr. WHITE. Thank you, Senator.

The Volunteer Center of the United Way, Greater Knoxville, serves as a clearing house for all voluntary organizations in Knoxville. The center helps individuals find a proper placement and organizations obtain the volunteers required to accomplish their stated missions.

One volunteer organization involves youth and it's called the Young Volunteers in Action, which is sponsored by Child and Family Services, a United Way member agency. Youths 14 to 22 years old are served by this program which helps to match youngsters to agency needs. The program is now 6 years old and serves approximately 100 young people per year. They assist in group projects such as Special Olympics, fund raising events and special seasonal services, filling and delivering holiday baskets to homebound sick or low-income families. A few individuals choose to work in one-to-one activities such as hospital junior auxiliarians, child care and elder care aides.

These youngsters are recruited through service groups at their schools or are referred by guidance counselors or teachers. While youthful enthusiasm and energy are generally received as pluses by volunteer organizations, most people would probably agree that youngsters need skilled training and special supervision for the volunteer-agency partnership to be beneficial to all. Agencies, on the other hand, need to be sensitive to the requirements of a youthful voluntary program to realize maximum benefit.

Certainly, more youthful volunteers could be placed in such settings as child care and elder care and health and fitness settings, refurbishing homes, which we've just heard, playgrounds and neighborhoods and peer counseling and education. But, again, youth must have specialized training and supervision for a successful outcome.

Incentives for youth volunteerism are similar to other populations. Our youths want recognition which translates into increased responsibilities as experience and expertise are developed. They want recognition that they are providing a needed service in this special way and can use such service to build a portfolio of skills, abilities and affiliations that can assist them in obtaining employment, school entrance or community acceptance. However, pats on the back, smiles and T-shirts alone will not keep a youngster engaged indefinitely. Academic credit for educational purposes or financial stipends are reasonable rewards that would appeal to many youths. Some choice in service opportunities will also be a plus.

There are obvious considerations that must be dealt with in a national service program for high school graduates. One, a cross section of all income levels and heterogeneous samplings of represented cultures and life styles should be achieved. Two, the requisite is getting needed community work accomplished while youth acquire helpful employment service or human service learning for academic pursuits. Three, in order to have an effective national service program, there must be adequate and appropriate training for youth and organizations who use their skills and labor. There must be adequate and appropriate supervision. There should be avenues for the youth to advance—in responsibility, in academics or financially, depending on individual goals. In other words, upon completion of service, youth should have tangibles to take with them, whether it is a small savings, credit toward college coursework or tuition, or increased skills to use in a job search.

In closing, the volunteer community would agree that true volunteer service is exactly that. Community service that is legislated, while valuable, meaningful and educational, when required by law, frequently affects attitudes as well as the quality of the service provided. Volunteer programs are not free. There are increased needs for resources such as space, equipment and supplies required by volunteers and administrative personnel to supervise them. Consideration of fiscal requirements for an effective program is critical.

Thank you for the opportunity to express these views on this issue. I strongly endorse your efforts to establish a national volunteer service program.

Senator **Sasser**. Thank you very much. Let me ask this panel here a couple of questions. One, when I graduated from high school and college, we had in place a national draft. Young men were drafted in the military services. That was a mandatory program, obviously, for military service. I'd like to ask the panel, what do you think about some degree of mandatory civilian or military service for young people, be it part time or full time? Could it be beneficial to young people? How do you think young people would react to it?

This plan has been advanced by some as a savings program for the national health. We'd get a cadre of people to man the military that would be more inexpensive than attracting the all-volunteer force, and the spin-off would be a civilian service corps that would deal with some of the pressing social and environmental problems in the country. In the end, this program might be beneficial to young people. What does the panel think about some sort of mandatory program, and would it be beneficial to young people? How do you think they'd react?

Mr. Galey, since you've got a service program in place at Webb School, a service program that's mandatory, you might be able to give us some insights into how young people react to this.

Mr. GALEY. My feeling is that the best way to approach the concept of mandatory service for young people would be through the high school, and at that particular age. I think to require mandatory service post-high school, either in the form of military service or service to the community, could go a long way to continuing to destroy the spirit of volunteerism. As Ms. Collette, I think, referred to in her presentation, the solution to some of the problems of society need to be approached through education and through changes in attitudes, and relationships within society. That I think, would best be accomplished through the educational forum rather than through the requirement of service, say, after high school years.

Senator SASSER. Anybody else want to react to that question?

Mr. WHITE. Well, I personally have always been in favor of some sort of national service program. Unfortunately, if you use the term "draft," you turn off an awful lot of people.

Senator SASSER. That's correct.

Mr. WHITE. And I think that's been proven over the years. On the other hand, when you look at countries such as Switzerland, for example, where everyone devotes one year of service, it's just accepted. That's a strong inducement, it seems to me, for a national service program. In this country, I think we're too heterogeneous right now and I doubt that that kind of program, without some kind of reward for volunteerism, will work.

Senator SASSER. Anybody else want to take a crack at that question?

Mr. GLADSON. I would support some type of a national mandated support system, providing we don't have anything such as a draft. But, if we could approach this type of mandated service program in the same way that students know that the States mandate attendance in school until age 17 or graduation, and if you have some options in that category, I think it's a good idea. It would be to me more of an extension of the learning process on the part of the young individual.

Senator SASSER. Would you like to comment on that, Ms. Collette?

Ms. COLLETTE. I find it amusing. My sister is a school teacher and I was talking to her about this last night, and she said, "The first thing that I want you to understand is do not put this on the school." I find it amusing that the schools then turn around and say, "Yes, this is something that we feel needs to come through the schools."

Senator SASSER. One of the problems raised over here by one of the young people on the panel to my left was that—if you had a national service program that rewarded youngsters with a college stipend at the end of a year or two of service, it would probably attract students from low-income families. However, students from upper-income families and middle-income families would ignore the national service program and go directly to college. There is the belief that, if you're going to have a national service program, that is to be beneficial it must somehow attract young people from all segments of the socio-economic spectrum. That is, I suppose, one of the attractions, if I can use that dreaded word, of the draft. With a draft, you get people from all walks of life.

Thus a major question is: How do we attack the problem? If we have a national service corps, how do we attack the problem of making it representative of the population at large and not just representative of young people from the lower economic sector of our society? That's the attraction of the mandatory aspect of the national service corps. Anybody got an answer to that question? I don't have an answer to it.

Mr. White. It's a very difficult one.

Senator Sasser. It is very difficult.

Ms. Collette. I believe that's what I said in my presentation. Unfortunately, I don't know how you legislate social conscience. I don't know how you make people be aware of their world other than taking them in busloads down to places that need help, where volunteers are most desperately needed, and show them. Most of them think, "Yes, I can go back to my home and I don't have to look at this on a daily basis."

Senator Sasser. Mr. White was talking around this issue a moment ago when he was talking about what's done in Switzerland. And, if I'm not mistaken, in West Germany there is a universal military service there, and young men and women can either go into the military service or they have the option of going into a civilian service corps. But either way, it's a mandatory requirement that they spend 15 to 18 months in a national service program, either military or on the civilian side.

I was struck, Mr. Galey, by your comment that we ought not to make it mandatory because that would be no way to teach volunteerism. If I could be the devil's advocate for a moment, at Webb School community service is a mandatory requirement for students, just as it is in many other schools across the country, and this I was wondering how you rationalize that with your fear that you might discourage volunteerism if you make it mandatory.

Mr. Galey. The point I was trying to make earlier was not to make it mandatory after high school, but I certainly am in full favor of making it mandatory nationwide on the high school level and making it part of the educational process. I think we're all concerned that the traditional nuclear family is undergoing redefinition, and the work place is being transformed. There's a widening gap between upper and lower economic strata of society. I think there's great concern among people who work with volunteer agencies and with young people, that the kind of model that traditionally had gone on in this country for volunteering is not going on the same way it had. We need to look at ways, I think best, through the educational institution, to model volunteer service behavior, and to construct programs that would have truly personal educational value for the young people.

Senator Sasser. Let me ask you this question. I've got just a couple more questions, then I want to turn to our younger panel over here. Do you think the Federal Government can effectively manage a national service program, and what responsibilities should be left to state and local governments or organizations if we have a national program?

Mr. WHITE. I've seen a lot of Federal programs that have not been managed very well, but I still think that in order to get this concept of volunteerism across, there is going to have to be some sort of pressure coming from on high. I think perhaps early you might even consider putting in volunteerism in the high schools here in Knoxville, Knox County, similar to what the Webb program is. You've got to start someplace. If you just talk around an issue, which I'm afraid is an American pastime, you're never going to get anything done. You've got to start somewhere. I'm really very pleased with the job that Webb School has done. I think you've just got to start and take a chance.

Senator SASSER. What do the rest of you say about the Federal Government being able to effectively manage a national service program?

Ms. COLLETTE. I'm not as old as Mr. White, but I still see problems with Federal Government managing a whole program like this. However, because of my job I see the great need for volunteers, in not only my program but some of the others. I've also learned because of my job how very important partners are and, perhaps if the organizations that benefit from volunteers could talk openly and express their ideas and their concerns, then perhaps something could work.

Senator SASSER. This is the final question of the panel, and I'm going to ask the same question of our young people. The United States Senate is going to have a vote. You, as the Senators, have got to vote yes or you've got to vote no. You can't vote maybe. The vote is on a national service program. We'll probably have a national service program presented to us very similar to the one that Senator Nunn is sponsoring in which the young people will be given an option. They can either go into the military for a period of time certain. As I recall, go into the active military for 2 years, or they can go into the military for a year with a 6-year reserve commitment following that, which would mean they would have to go to weekend drills one weekend a month and go off to summer camp one weekend a year. At the end of their military term on both the 2-year or the 1-year with reserve commitment following, as I recall, they get somewhere in the neighborhood of $12,000 a year to be used for college, a home down payment, or going to a trade or professional school. They can either take the military route or they can take the civilian service route and sign up for a year, and I think at the end of that they would get $10,000, which might be used for college, to purchase a home, or for trade or professional school. It's volunteer on both ends of it. In other words, there's nothing compulsory about it.

Now, if that program came before you, how would you suggest your senator vote? How would you vote? Would you vote for it or against it?

Mr. WHITE. For.

Senator SASSER. Mr. White said he'd vote for it. How about you, Ms. Collette?

Ms. COLLETTE. As long as it wasn't mandatory, I'm for it.

Senator SASSER. Mr. Galey.

Mr. GALEY. Well, I think what I would do is vote no and introduce a bill to look at it through the educational system.

Senator Sasser. How about you, Mr. Gladson?

Mr. Gladson. I would vote yes.

Senator Sasser. What if you had the opportunity to amend the bill? What if you had the opportunity to amend it in such a way that students could get into part-time national service and they could do this part-time national service close to the place where they're going to college or they could take leaves of absence from their college to do part-time national service. Would that make the bill more attractive to you, Mr. Galey?

Mr. Galey. No, I'd still vote no.

Senator Sasser. Would it make the bill more attractive to the other three panelists or less attractive?

Mr. White. More attractive.

Senator Sasser. How about you, Ms. Collette?

Ms. Collette. More attractive.

Mr. Gladson. More attractive.

Senator Sasser. Now we're going to—these are the people who really count. The panel of high school students here would be the ones that would either take advantage of this program or ignore it.

Let me just pose the same question to you. If you were sitting on the floor of the U.S. Senate and this bill were introduced and they called roll, they said the proposal is on the Nunn amendment for National Service. You could volunteer to go in the military or go in the civilian service corps for a period of time. You would get a subsistence wage in both of them. In the civilian service corps and in the military, at the end of a time certain, you would receive a lump sum payment in recognition of your service, and that lump sum payment must be used for college tuition or for professional or trade training, or, in the alternative, it could be used for the down payment on a home.

How would you vote on that bill? Let's start here with Stacey. How would you vote, Stacey?

Ms. Ellison. I would have to vote yes, because that college money sounds awfully good.

Senator Sasser. Now, you'd have to earn it now, Stacey. You'd still vote for it?

Ms. Ellison. Yes.

Senator Sasser. How about you, Joe?

Mr. Phillips. I'd vote no.

Senator Sasser. All right. How about you, Matt?

Mr. Currin. I would vote yes.

Senator Sasser. Okay. Karen, how about you?

Ms. Froelich. I would vote yes.

Senator Sasser. John.

Mr. Whitton. Yes, if it was not mandatory.

Senator Sasser. It's not mandatory. Mike, how about you?

Mr. Williams. I would vote yes.

Senator Sasser. Okay, now let me ask you, if we amended the legislation to have a civilian part-time service corps so that you could go to your university or go to your college and work part time in a civilian service organization, you might not receive $10,000, or let's say you had to work 2 years instead of 1 year. You had to work 2 years part time instead of 1 year full time to reach your $10,000 goal. Would the bill become more attractive to you or less attractive? Stacey, would it be more attractive or less?

Ms. **Ellison**. More attractive.

Senator **Sasser**. More attractive for Stacey. How about you, Joe?

Mr. **Phillips**. I definitely feel it's more attractive.

Senator **Sasser**. So, would that get your vote? Would you vote for the bill this time or not?

Mr. **Phillips**. Yes, sir, I think I would.

Senator **Sasser**. So with that amendment to the Nunn Bill, Senator Joe Phillips would vote for. All right, Matt, how about you?

Mr. **Currin**. Yes, that would be more attractive.

Senator **Sasser**. More attractive to Matt. How about you, Karen?

Ms. **Froelich**. Definitely more attractive.

Senator **Sasser**. Definitely more attractive. John.

Mr. **Whitton**. A little less attractive.

Senator **Sasser**. A little less attractive. Why?

Mr. **Whitton**. Because you're taking up more of the student's time at college. Colleges are issuing higher standards, especially at the University of Tennessee, Knoxville, and University of Tennessee programs in general are raising admission standards for freshmen. High school courses and high school graduation standards continue to increase and it's taking away from the precious little time that a high school student has to make it in life.

Senator **Sasser**. Mike, how about you?

Mr. **Williams**. I think it would make it more attractive.

Senator **Sasser**. Let me ask our junior panel this. What if it should develop that a year in national service made your college application more attractive to the admissions office of the various universities? What if they said, we've got two people that have B averages and have the same grades on the SATs, et cetera, but we like this student here better because he or she has got 1 year of national volunteer service? We think they're a little more mature. We think they probably know a little bit more about what's going on out in the world. We think they're probably developed a little discipline, a little work discipline in the national service. Anyway, it indicates that they've got interests broader than just themselves, so we think their application ought to be given a little greater weight than someone with the same academic qualifications just coming out of high school. Would that figure into your judgment about whether or not you would join the national service? What about you, Stacey?

Ms. **Ellison**. I'm not sure at this point if I want to participate or not, but that would certainly make it more enticing.

Senator **Sasser**. How about you, Joe? Would it make it more enticing?

Mr. **Phillips**. Probably not more enticing. It would probably look impressive on your application, though.

Senator **Sasser**. Matt.

Mr. **Currin**. Yes, I think that would be beneficial to your application.

Senator **Sasser**. What about you, Karen?

Ms. **Froelich**. I think that would be beneficial.

Senator **Sasser**. John.

Mr. WHITTON. I'm a little against it because you're weighing a person's readiness to volunteer against a person that's not ready to volunteer, but they're academically equal, and I think it places an unfair bias.

Senator SASSER. All right. Mike, what do you say?

Mr. WILLIAMS. I don't think it's an unfair bias because, like you said, it would show that people had worked in the world and actually been out there, that they know more of what the world is all about, what it's like, and I think it would help the application and I think that it would be encouragement for students to join the service corps.

Senator SASSER. Now, I'm not going to ask any of our high school panelists here whether or not they would volunteer for the national service if we passed a national service bill, because I think that would be unfair. You've been kind enough to come here and give us your time and give us your thoughts on it. But let me just ask you in general terms, would a national service bill, in your judgment, attract many of your friends and many of your fellow students to come into the national service or not? Would they find it attractive? What do you say, Stacey?

Ms. ELLISON. I think that many people who were thinking of the military, that would be a better option for them, that there is the military.

Senator SASSER. How about you, Joe?

Mr. PHILLIPS. I feel that young people today would rather—my friends, the middle income class, would rather go on to college than spend a year at work.

Senator SASSER. What do you say, Matt?

Mr. CURRIN. It's hard to say. I think it depends on how many people are interested. If I knew that the large majority of my friends were planning on going, that would make me more interested, but, if it turns out that only a few—I might just as soon skip it, that year at work.

Senator SASSER. Karen.

Ms. FROELICH. I think more of my friends would be more apt to go straight to college. I think there are some people out there that may like to find themselves or want to know more about themselves before they would use this more, instead of going in the military.

Senator SASSER. John.

Mr. WHITTON. I agree with Karen, that most of my friends would indeed go on to college.

Senator SASSER. Would go on to college.

Mr. WHITTON. Yes.

Senator SASSER. How about you, Mike?

Mr. WILLIAMS. I think the upper middle and upper classes would probably go on to college, if that's what they wanted to do and the lower middle and lower classes might need the money and therefore do this for a year or do it part time, but I think that the option of having military or just community service work is also a good idea, having the option there, also.

Senator SASSER. Well, let's ask our audience who's been so patient and sat here and listened to all this. Let's ask them a question. Let's ask them, how many of you would vote yes if you had the vote as a senator on the floor of the Senate with regard to whether or not we're going to have a civilian service corps? How many would vote yes? [Hands raised.]

AUDIENCE MEMBER. Is it mandatory?

Senator SASSER. Not mandatory. It's volunteer.

How many would vote no? [Hands raised.]

Well, I think we've got a substantial majority who would vote in favor of it. Now, let me ask our audience one other question. How many of you think that a national service corps would attract a substantial number of your friends to join? If you think it would attract a substantial number of your friends to join, raise your hand. [Hands raised.]

If you think it would not attract a substantial number, raise your hand. [Hands raised.]

You see, a majority are for it, but a majority feel like their friends would not join, so we've got a little bit of a contradiction here.

AUDIENCE MEMBER. Senator.

Senator SASSER. Yes.

AUDIENCE MEMBER. I've got a question about the feasibility of this program.

Senator SASSER. Okay.

AUDIENCE MEMBER. You're working on the budget right now and it seems to me that this program, with all of the logistics and organization required, would take up a great deal of the money, since it's going to be done on a national level. Therefore, the Federal budget would have to come in. My question concerns the feasibility because it's going to cost so much. I don't really see that it's going to be possible to enact this within the near future because our budget right now is in the trillions. There's no possible way to reduce that.

Senator SASSER. That's an excellent point. Let me tell you what the rationale was for making the program affordable. The bill that's been introduced by Senator Nunn phases out the college loan program over a period of time, and ultimately what would be left is that students either pay their own way through college or they borrow funds privately or they go into national service in one way or another, if they wish government assistance in going to college. It's calculated that if that were done, the cost of the program would then make it eminently affordable because a substantial amount of money is lost on college loans and we would also be in a position to be able to lower, I think, the compensation that is paid to attract young men and women into the military. So, using that formula, the cost becomes affordable. In fact, under some calculations it might even save a little money.

Using the model of the California Conservation Corps, where they have put young people to work doing public service projects, even things as mundane as cleaning the street lights in various and sundry cities. Be getting jobs done at low wages by the California Conservation Corps that the cities and state would have to pay for at a higher wage otherwise, they calculate the Conservation Corps costs them only about 25 cents out of every dollar that's spent, and you might make the same calculation on the national service corps. So based on most calculations, it's an affordable project. Most of the controversy swirls around whether or not the legislation of the project would really be meaningful.

Do we have another question? Yes.

AUDIENCE MEMBER. I think I have some explanation as to the contradiction that you see. I think that the majority all feel that the basic plan is an excellent plan, but we also feel like it needs a little polishing. It's a very valid concern of yours that the population would not be equally represented. I think one way to solve that would be the part-time amendment, because I feel like the middle class, the upper middle class, those that have the means to go to college, would possibly like to go to college but would like to keep on doing service oriented projects, and that would be an excellent way to do that on part-time basis. I think there would be a great full-time response, but there would also be a larger part-time response for those that would be able to do that with their spare time or after school time.

Now, you have not mentioned this, and I don't know if it would be a possibility, but college credit, I think, also would be really good. I would think that instead of the tuition funds, I would like to get credit. If I was going to do the full time position, instead of receiving $10,000, I would like to receive college credit. I think that with your upper middle class, you'd get a large response in that area, sort of like a Peace Corps type thing, but it would be on a national level.

Also, I'd like to thank you for coming in and getting the opinions of the youth. We've always had the right to tell you, but we haven't always had the opportunity to do it. Thank you, Senator Sasser.8

Senator SASSER. Well, thank you very much. Those are very excellent suggestions. I'm not sure that we could mandate at the Federal level that colleges give credit for working in a service program, but I have a hunch that many of them would. Just as Webb School has seen the value of it and other schools around the country, I suspect that most colleges would, and some may give credit for volunteer service programs now.

How much more time do we have for questions? They're telling me we can take two more questions.

Mr. WILLIAMS. I'd like to say one thing about that contradiction. I'd like first to ask how many here are a part of the Key Club or any Key Club? [Hands raised.]

Okay. One thing that I'd to bring out is that the people that are here today are probably the core of their Key Club. The people that joined Key Club to get their picture in the yearbook have usually quit by now. These people are probably the core of their Key Club. A lot of these people are already in service work and that's why they would vote for this. But when you asked would it attract their friends, a lot of them, I'm sure—like if we had the Central student body in here, I'm sure a lot of them would vote—no instead of yes, and also a lot of these people might join the service corps but they feel that their friends would not. These people are already in service work is why they might vote for it and why they feel their friends would not.

Senator SASSER. That's a good point, Mike.

Let's get one of these fellows in the back of the room. The young man with the lavender tie on there.

Audience Member. I think the program would be a lot more attractive if it was a summer program, if you work in the summer and still take college full time in the fall and spring and still have time to study. I think that would attract a lot more upper class and upper middle class students.

Senator **Sasser.** That's an excellent suggestion. I think would also be true. Many of the people who support the program make the point that one of our panelists made over here a moment ago, that we're drifting away from what we've always characterized as an egalitarian society here in the United States, which many people think is one of our strengths. We're more and more becoming now a class structured society, with upper class, lower class, and the middle class is shrinking, and that youngsters are growing up in terms of compartment-like lives and they just deal with their peers and not with those who might have different—profoundly different life experience as a result of different social and economic conditions. If you got youngsters out working in the summer in some of these different areas where they would see something they wouldn't see in their high school, in their college, and when they get out in the work force later on. This new outlook might have a very constructive impact on society at large. So that's a very excellent suggestion, one I'll remember.

Who's got another? Yes, the young lady in the purple here who's been trying to get my attention for some time.

Audience Member. There was a point I'd like to bring up. I have to agree with Mike that the majority of the people here at school probably would not agree with the National Service Program. I think that the problem is that a lot of us are in clubs like Key Club and other service organizations. I think one of the solutions might be to start it at a young age, maybe in first, second, third grades, and get it into the schools. Maybe even taking third graders on a field trip to a nursing home. A parallel idea might be learning a different language, something people would do without thinking about it.

Senator **Sasser.** Well, thank you very much. They are telling me now that we're going to have to call it to a halt. We've been here for a good while, almost 2 hours. It's been a very, very helpful and informative session for me.

I want to thank our high school panel here for their excellent statements and for their excellent answers to questions and for their very excellent perceptions that they've given us today. My sincere thanks to our adult panel for their observations. This hearing has been very helpful. I've learned a lot here today listening to you, and perhaps you might have learned a little bit listening to me. At least you've learned that issues are not always clear-cut when we vote on them on the floor of the Senate. I must say to you, there are many times when I wish I could have voted maybe, but that's not possible and you always have to vote yes or no.

I think this is an issue that you're going to be hearing more about in the coming months. National service or the concept of some kind of national service is an idea whose time has come, at least from the point of view of it now being part of a national dialogue and there is a substantial amount of national discussion on it. If you have any further thoughts on it and would feel inclined to sit down and write me a letter, I'd be delighted to hear from you, and I suspect your congressman would also like to hear, and I know that my colleague in the Senate, Albert Gore, Jr., would.

Thanks to all of you for coming here today. Thanks to you, Superintendent Earl Hoffmeister, for being so cooperative and so encouraging as we delve into this whole process. Thanks to Central High School for letting us use their facilities. You've all been great. Thank you. We will stand adjourned.

[Whereupon, at 11:20 a.m., the Subcommittee adjourned.]

NATIONAL VOLUNTARY SERVICE

TUESDAY, APRIL 25, 1989

U.S. Senate,
Subcommittee on General Services, Federalism,
and the District of Columbia,
Committee on Governmental Affairs,
Harrison, TN.

The Subcommittee met, pursuant to notice, at 9:30 a.m., at Central High School, 5728 Highway 58, Harrison, TN, Hon. Jim Sasser (Chairman of the Subcommittee) presiding.

Present: Senator Sasser.

INTRODUCTION BY DR. DON LOFTIS, SUPERINTENDENT, HAMILTON COUNTY SCHOOL SYSTEM, CHATTANOOGA, TN

Dr. **Loftis**. Good morning, ladies and gentlemen. I'm Don Loftis, Superintendent of Hamilton County Schools. I want to welcome all of you to Hamilton County, and especially to Central High School. I think most of you know that we do have representatives from all of the county high schools in Hamilton County here representing the student body, and other invited guests from around the county.

I would like to first welcome you to Hamilton and thank the principal of Central High School, which is an exemplary school. I think all of you know that. I'd like to thank the principal of Central High School for being our host this morning. I'd like to introduce to you at this time Mr. Charles Preston, Principal of Central High School.

PRESENTATION BY CHARLES PRESTON, PRINCIPAL, CENTRAL HIGH SCHOOL, HARRISON, TN

Mr. **Preston**. Thank you, Dr. Loftis. We want to say welcome, Senator Sasser, to Central High School. We're glad that you are here today and we have been looking forward to having you with us. I would like to make you an honorary Central High School Purple Pounder by making a presentation to you of one of our Central shirts and also one of our athletic socks.

Senator **Sasser**. Thank you very much, Mr. Preston, and I'm delighted to be an Honorary Purple Pounder. I want to tell you, when I can, quite often I jog up and down the mall between the Capitol and the Washington Monument. From now on, when I jog, I'll wear my purple shirt from Chattanooga Central and my purple socks, and everybody will know I'm an official Purple Pounder.

Dr. **Loftis**. I'd like to introduce one of our county commissioners who's here with us this morning and represents this district very ably on the Hamilton County Commission and all the county schools to the fullest extent, Commissioner Bill Bennett.

STATEMENT BY BILL BENNETT, COMMISSIONER, HAMILTON COUNTY COMMISSION, CHATTANOOGA, TN

Mr. BENNETT. Thank you, Dr. Loftis. It's a great pleasure always and an honor for me to be here representing Hamilton County Government. It is so good to have Senator Sasser here in Hamilton County at the school system to bring his message, to get advice from the people—that's a trademark of Senator Sasser—and he has come to the people that are the future of our county and our nation. Thank you very much, sir, and it's a great honor for you to be here, and it's a great honor for me to be here on this program. Thank you.

Dr. LOFTIS. All of you know by now who is here and why they're here, and I would like at this time to formally introduce our guest here this morning and the person with whom you want to communicate during this public hearing.

Senator Jim Sasser is the senior senator from Tennessee. He's been in the U.S. Senate for 13 years. He's the Chairman of the Budget Committee of the Senate, which is probably—well from my viewpoint, it's probably the most important committee up there. He is the first Senator from Tennessee in 40 years to be Chairman of the U.S. Senate Budget Committee, so that means he is very important to this State and to this community. He has visited Hamilton County several times. He is always present when we receive an award for excellence. He has visited the schools for many, many occasions in the past several years that I've been aware of. I would imagine that he is in the public schools more than any other U.S. Senator.

He attended public schools in the State of Tennessee, attended the University of Tennessee, graduated from Vanderbilt, and he's made a great name for himself and for Tennessee. It is my heartfelt feelings this morning of gratefulness to the Senator for what he's done for this system and for coming here to meet with you today. I give you United States Senator Jim Sasser.

OPENING STATEMENT OF SENATOR SASSER

Senator SASSER. Thank you very much, Superintendent Loftis, for that very gracious introduction. You'll forgive me for sitting this morning, but we're here, frankly, to do some work and so we'll just start our work right now. This is a hearing of the Governmental Affairs Committee of the U.S. Senate, and we're convening this morning a hearing of the Subcommittee on General Services, Federalism, and the District of Columbia, here at Central High School in Chattanooga, Tennessee.

I want to tell you that I'm glad to be here. I've been busy for the past 2 months working out a budget agreement for fiscal year 1990 with the Administration, President Bush and the Secretary of the Treasury, Mr. Brady, and the Director of the Office of Management and Budget in Washington, Mr. Darman. I'm glad to be out of Washington and here in Tennessee, and to be here with students of Central High School and students from other schools in this area.

The reason I'm here is because we are discussing in Washington and in the Senate the concept of establishing a National Voluntary Service Program. It would be a National Voluntary Service Program which would seek to enlist the young people of this country between the ages of 18 and 25 into a voluntary service to their country and to their fellow citizens.

We find today that there are enormous jobs that are being left undone here in this country. One estimate is that 3½ million people could be employed in a fruitful way in the field of tutoring disadvantaged young people, in the field of child care, in the field of assisting hospitals, in the area of helping rebuild our infrastructure in this country, road, bridges, et cetera, that are decaying, going into the national parks of this country and meeting some of the environmental problems. Just generally being in service to the country and being in service to our fellow citizens.

Various concepts have been advanced as to how we can encourage the youth of this country to become involved. There is some question as to whether or not the youth would want to be involved and there is also a great deal of discussion about the best way to get them involved. We find that students are serving across the nation in the front line in the battles against illiteracy, homelessness, hunger, crime and drug abuse. They work in their schools and in their hospitals and in the senior citizens centers and other volunteer community services organizations.

It has been felt if we could structure this more in terms of serving in a national way, through a nationally structured volunteer service, more students would be interested. There are certain states that have a volunteer service corps. One is California. There they have a Civilian Conservation Corps for young people between the ages of 18 and 25, who sign up for a year or two to do voluntary services.

We at the national level have looked at a number of approaches. One that's been advanced by Senator Nunn of Georgia, and he's introduced legislation to this effect; to allow young people to volunteer for the national service for 1 year or at the end of 1 year, if they wish to renew for a second year, they may do so for a term not to exceed 2 years. For their voluntary service, they would receive a subsistence wage, which means a minimum wage. Generally, they would receive housing and food. At the end of their service, they would receive a $10,000 stipend which would be used to defray college tuition or to go to a professional or trade school or, in the alternative, could be used for the down payment on a home mortgage. That's one program that's been advanced. Another that's been advanced is part-time national service.

What we're here to learn from you today is how you feel about it. This is nothing new. More than a quarter of a century ago, a young President John Kennedy inspired not just a whole generation of young Americans but inspired the world when he asked in his inaugural address to ask his fellow citizens to ask not what your country can do for you but what you can do for your country. Young people across this nation responded by the millions and today we have a Peace Corps. Today there are numerous projects across this country that are being done by volunteers in service. Now, almost a quarter of a century—or more than a quarter of a century after that call was raised, there is the thought that we need to renew ourselves nationally.

A recent poll done in California indicated that high school students there put at the top of their priorities making a lot of money. At the bottom of their priorities was trying to live a meaningful life. That was California and it's not Tennessee, and I'm hopeful that here in Tennessee our young students, while wishing to be economic successes—there's nothing wrong with making money—will also feel some obligation to live a meaningful life and to try to help their fellow citizens.

Well, here today we're going to hear from a panel of students get their views on volunteer service. We're also going to hear from a panel of adults who work in the field of volunteer service and learn what their experiences have been. At the conclusion of their observations, I'm going to have some questions. It's going to be a learning process for all of us and an exchange of views between the panel and myself and hopefully the audience, if time allows.

Our students this morning are Robert Campbell, a student here at Central High School. Rob is the Class President, a member of the Junior Civitan and Students Staying Straight. He volunteers at a local retirement center and an abused childrens' home, and is involved in community food drives and in his church youth group.

He's joined by Autumn Cornelius, a student at East Ridge High School. She is a Cadet Junior ROTC and a member of Students Staying Straight. She's a Red Cross volunteer at the Life Care Center of East Ridge.

We're pleased to also have Ronnie Hold here from Ooltewan High School. He's a member of the Student Council and the National Honor Society, President of Students Staying Straight and volunteers with the Breathe Free Stop-Smoking Program.

Also we're joined by Megan Cox of Red Bank High School. Megan is Chairman of the Superintendent's Advisory Committee, member of the Student Council and Students Staying Straight. She's also President of the Alpha Kappa Y Service Club and involved with the Childrens International Village.

We're also pleased to have Scottie Price of Sale Creek High School. He's a Young Leadership Conference Representative, President of Students Staying Straight. He volunteers at the Bakewell Community Center where he coordinates group activities.

Last, but certainly not least, is Shannon Brown of Soddy Daisy High School. She's the Vice-Present of the Senior Class, member of the Superintendent's Advisory Committee, and a Young Leadership Conference Representative. She's the student coordinator of the Student Tutoring Program and is involved in community service at Soddy Daisy.

Our adult panel consists of Mr. J.D. Carnes, Assistant Superintendent for Curriculum and Instruction at the Hamilton County School District; Beverly Scott, Program Coordinator of Young Volunteers in Action and Metropolitan Council on Community Service; and Laura Scherzer, the Vice-President of Chattanooga Neighborhood Enterprises.

I want to welcome all the panelists and thank them in advance for their contribution and participation.

Rob Campbell, since this is your home turf, we're going to start out with you and ask you to present your statement or observations today. To sort of put you at ease, we'll just tell you we've got a court reporter here writing down everything that you say, and this will be part of a permanent record that will be studied by the staff of the Governmental Affairs Committee in Washington. So why don't you begin, Rob.

TESTIMONY OF ROBERT CAMPBELL, STUDENT, CENTRAL HIGH SCHOOL, HARRISON, TN

Mr. CAMPBELL. Thank you, Senator Sasser. When I was asked to speak on community service, I gladly accepted because two events in particular immediately came to mind. It is these two events that I would like to talk about a little bit about today.

The first involved a trip I took with my church youth group. A group of us went to Nashville, Tennessee, to work in what is known as the Inner-City Ministry. This program involved door-to-door work in the Nashville housing projects and a volunteer bus service to bring inner-city youths to devotional services and activities. It is an organization that came about as a result of the dream and efforts of 12 high school students in the 1970s and it now operates over 20 buses and brings hundreds of lower income Nashville kids to productive, constructive activities at various volunteer locations around the city.

My work in the program included helping with the door-to-door work in the housing projects, helping with the bus routes and helping organize and administrate some of the activities that the program offers. From my personal experience of working in the inner-city ministry, I gained an insight into a side of life to which I had never before been exposed.

While in Nashville, I developed some ties to people ordinarily I might never have met. One person I met first responded to an approach by the Inner-City Program while on his way to kill a man as an initiation into a gang. One volunteer I met was offered the opportunity of making up to $3,000 a day dealing drugs if he would leave the Inner-City Ministry. He refused the offer and is now one of the most effective workers in the program. Such has been the effect of the volunteer work of the Inner-City Ministry in Nashville.

The second event I'd like to talk about today came as a result of a school service club known as Junior Civitans. This club helps with the Special Olympics, which I became involved in last year. A few of us in Junior Civitans were able to choose one of the participants from our school to help get around on the day of the Special Olympics. My partner's name was Will, and his main event was the wheelchair race. Will took great pride in training all year to get ready for the events; and as it came closer to time for the race to begin, I found myself sharing Will's excitement. Finally, when the race did begin, it became obvious that Will's hard work had paid off. I stood on the track to cheer Will on and guide him to the finish line as he proved that he was by far the fastest in the field. I will never forget the look on Will's face as he crossed the finish line ahead of everyone else and the indescribable feeling I got inside, which was simply an extension of Will's joy, is something that has made quite an impression on me.

I became involved in volunteer service for two reasons. First, I like to give something of myself back to my community, my school, my church, my State and my country. Helping others helped fulfill this desire. Second, it is a learning for me. Dealing with others has given me insight in helping learn more about people, and this is something I'll always treasure.

There are many, many opportunities for community service of this sort. I hope to be able to take advantage of them more often in the future. The two instances I just described are two of the most meaningful times in my life. I can only be thankful that I live in a State and in a country that can give me such completely fulfilling moments as these and call it service on my part. Thank you.

Senator **Sasser**. Thank you very much, Rob. Now we'll hear from Autumn Cornelius. Autumn.

TESTIMONY OF AUTUMN CORNELIUS, STUDENT, EAST RIDGE HIGH SCHOOL, CHATTANOOGA, TN

Ms. **Cornelius**. My name is Autumn Cornelius and I have been a Red Cross volunteer for 5 years. I have worked at the Life Care Center of East Ridge and have enjoyed every minute of it. I have learned a great deal. One of the things I have learned is how happy you can make an older person by just being with them. I have made a lot of friends and I would much rather be with older people than people my own age. They are patient, caring, they listen and are never in a hurry. I feel younger people can learn a lot from the elderly. I have learned some of the simple pleasures of life, like how to make a quilt. I have taught people to read and to eat by themselves after a severe stroke.

I must admit I began my volunteer work for purely selfish reasons. I realized the contributions I could make to someone else's life, but I also realized the void these wonderful people could fill in mine. I never knew any of my grandparents and welcomed the opportunity to be with those representing their generation. It has been all and more than I ever hoped. I recall a certain day when an elderly lady was very upset because her son promised he would come back to see her. He never did. I stayed with her and tried to comfort her. From this experience I learned that I as a volunteer can make a difference. It may be a small difference, like writing a letter for a handicapped person or encouraging a cancer victim to not give up but fight all the way. I know I can make a difference.

I feel volunteer work is a means of doing something for people in need. For this reason I will continue to be a volunteer. I am thankful for the opportunity I have had to serve and be served by the people at the Life Care Center. When I am their age, I too hope I will have someone young to brighten my day.

Senator **Sasser**. Thank you, Autumn. I have a hunch you brighten a lot of days. Ronnie Hold, let's hear from you.

TESTIMONY OF RONNIE HOLD, STUDENT, OOLTEWAN HIGH SCHOOL, CHATTANOOGA, TN

Mr. **Hold**. It's an honor to speak here this morning. I appreciate you inviting me here. My name is Ronnie Hold, and I'm a senior at Ooltewah High School. I am a volunteer for the Stop Smoking Program entitled Breath Free. This program is sponsored by the Seventh Day Adventist Church and meets at the Community Center which serves the Collegedale-Ooltewah area.

A "volunteer" is defined as one who enters into any service of his own free will. I became a volunteer as a result of some Bible studies which made me want to take a more active role in public service. I began working in the Stop Smoking Program when a pastor asked me if I would like to assist him by running a film projector. He was also in need of someone to hand out literature as the people walked in to the meeting. I have found this participation to be very rewarding and it gave me a chance to share myself and my time with others. Volunteer service has shown me how to be more giving and to have a more giving attitude. Money could never take the place of the reward and satisfaction of being able to help somebody.

However important it is to help out our citizens, I feel it's even more important to lend our services to our God. I enjoy sharing the Gospel with my friends and teaching Junior Sabbath School at my church. I also visit elderly people and I pass out literature in hospitals. I believe that rendering our services freely and whenever possible is the most rewarding work that an individual can do. This truly can be an important part in the development of our characters.

Thank you, Senator, for this opportunity to speak this morning.

Senator **Sasser**. Thank you, Ronnie. Now we'll hear from Megan.

TESTIMONY OF MEGAN COX, STUDENT, RED BANK HIGH SCHOOL, CHATTANOOGA, TN

Ms. **Cox**. Thank you. My church youth group has an annual service project. Usually we repair homes for the low income Appalachian families. But last year we chose a different experience. We wanted to help individuals who were handicapped in ways other than financially.

Confrontation Point is a camp high on Monteagle Mountain in Southern Tennessee. There we accompanied physically and mentally handicapped adults on an outdoor adventure while giving their caretakers a much needed vacation. We went swimming, played games, built lean-tos, and prepared meals. Every minute was spent with our partners and great friendships were built.

Difficulties were expected, but I received an added challenge. Besides being elderly and retarded, my special friend, Ruby, was blind. Our greatest test came about on the 2-mile hike. Ruby needed words of encouragement while I listed every step, rock and root. She was completely dependent on me both physically and mentally, and she trusted my guide. It was then I realized total responsibility for someone besides myself. My commitment to the 60-year-old continued throughout the week. She needed care, attention and love, even on the day I had a sore throat and a high temperature. Empathy for Ruby and her family grew hourly.

The youth group's expectations were amply fulfilled. We prevailed over challenges and grew within ourselves as we grew closer to our new friends. Confrontation Point was not only a time of service to my church and community but a time for me to develop, especially my patience. My sensitivity for the less fortunate has not subsided. I continue to volunteer my time visiting nursing homes and orphanages. I have maintained my commitment to the handicapped through Special Olympics. I believe that I am helping others, and I know I am satisfying a need within myself. I will never forget the time I spent with Ruby, and I know she remembers too. She had someone write me to request pictures. Since she cannot see them herself, she must want to share them with her friends and family. I hope I touched her and I know she touched me.

Senator **Sasser**. Thank you very much, Megan. Now we'll hear from Scottie Price.

TESTIMONY OF SCOTTIE PRICE, STUDENT, SALE CREEK HIGH SCHOOL, CHATTANOOGA, TN

Mr. **Price**. In the dictionary, "voluntary" is defined as made or given of one's own free will, not forced or compelled. Many people see volunteers as people who work hard and never get paid. Well, these people are very wrong. Volunteers get a payment that money cannot buy. This payment is a wonderful feeling of accomplishment and pride. There is not any other feeling in the world like giving up a portion of your time for the sole benefit of others.

I have volunteered many hours at the Bakewell Community Center in my home town. I have helped to clean and restore the Bakewell Elementary School, which is the main part of the center. The school was built in 1909 and many of the people that are a part of the Community Center today attended the elementary school many years ago. In 1946, my father went to school for the first grade and in 1951 he completed the sixth grade, and later on in the 1960s the school was closed. The building wore down greatly in the last 20 years, and now for the past 3 years the Community Center volunteers have been restoring the building to its original state for use by the community. I get such a feeling of pride in knowing I have helped restore memories for people that have attended this school some 20 to 40 years ago.

There is no way to accurately describe my feelings as a volunteer, but I believe every person should try it at least once, and I can almost guarantee that after you feel the feeling of accomplishment and pride in being a volunteer, your volunteer time has only just begun.

Senator **Sasser**. Thank you, Scottie. Now we'll hear from Shannon Brown.

TESTIMONY OF SHANNON RAE BROWN, STUDENT, SODDY DAISY HIGH SCHOOL, CHATTANOOGA, TN

Ms. **Brown**. When I was in the second grade, one of my fellow classmates started falling behind. Our teacher consulted his parents and together they worked to get him back with the rest of his class. Today that same boy who required some extra attention is in the top of our class. After seeing what a little extra time can do for someone, I am a firm believer in community service.

A little over 5 months ago, I became a tutor. That one word has changed my life. Tutoring has been an experience for me that words can hardly summarize. I have helped someone else make accomplishments that would have otherwise been nearly impossible, but, more than that, I have realized the importance of doing things for reasons other than monetary results.

I became a tutor through my school's guidance department. One of our counselors asked my class if any of us were interested in becoming tutors and a week or so later she told me about a boy 4 years behind me in school who was having some problems. I contacted the family and had an informal meeting to discuss their expectations and the guidelines by which we would operate. I immediately started tutoring an hour every day in all of his school subjects.

The results have been nothing but positive. His scores have increased by two letter grades, but, more importantly, he has learned how to study. I have taught him techniques such as flash cards to help him, and he even uses them if I'm not around. Now that he has seen the difference that 1 hour makes, he is more willing to take the time and use it for something besides watching television.

His mother and father have also benefited. They used to have conflicts on a regular basis because they could not get their son to work for them. Those conflicts no longer exist because he works for me instead. I think it is somewhat natural for teenagers to rebel against parents, but not other teenagers. His parents said they have been out of school so long that they sometimes had problems relating and it affected the amount of help they could offer. Still being in school, I know what kinds of things are expected of students and from most teachers. I also believe it is a relief for his parents to be able to take a break from work and simply relax rather than try to do their son's schoolwork.

I have undoubtedly gained more than my student or his parents. I have noticed study habits that hinder learning, along with skills that enhance the learning process just by watching him study. He has taught me that different people learn differently. I feel like I have gained an understanding that makes me more tolerant of other individuals. He has also given me the opportunity to do something that makes me feel good inside. When he brings home his report card and his grades are good and he is proud, I get a feeling that is not even comparable with any other feeling I have ever had. To know that I helped change his life and mine, just because I wanted to, gives me a great sense of pride.

Because of my experience, I fully support community services for all high school students. We need something that teaches us important qualities within ourselves and something that gives us a sense of accomplishment. Students need to be encouraged to help others. The focus these days is on materialistic values and these values are hurting young people. Money is not everything, and, if our society does not make this realization soon, the future will be full of people who dislike themselves and everyone around them.

Making money is nothing compared to making someone feel proud of himself or giving someone the confidence they need to stand up for himself. Incentives should be offered to get more people involved, but, after they get involved, they will realize what a favor they have actually done for themselves.

Senator **Sasser**. Thank you very much, Shannon. I was just writing down some of the things you have said here.

I must say to you that as I listened to your statement here today I reflected on what my own children have told me over the years. My son, who's now a sophomore in college, was involved for a number of summers in rehabilitating homes for older people in Scott County and other areas of the State. He found that extraordinarily rewarding. My daughter, Elizabeth, formed a tutoring group from our church and went into one of the deprived areas of Washington, D.C., and there she taught children on Saturday mornings and Saturday afternoons, children who really had no fathers and mothers, who lived with their grandmother or auntie or something like that. She told me the same things that I heard some of you say today. I commented to her one day, "You've done a great job teaching these children." She said, "Well, they've taught me a lot more than I've taught them." I think there's an enormous amount of truth in that.

Why don't we hear from our panel over here on the whole question of volunteer service and perhaps the merits of several volunteer service programs, and then I want to come back and begin asking our panel questions here and see if we can't establish a dialog.

Mr. Carnes, could we begin with you this morning.

TESTIMONY OF JOHN D. CARNES, ASSISTANT SUPERINTENDENT FOR CURRICULUM AND INSTRUCTION, HAMILTON COUNTY SCHOOL DISTRICT, CHATTANOOGA, TN

Mr. **Carnes**. Thank you, Senator Sasser. Thank you also for the energy and attention you have and are giving to this intriguing concept of National Voluntary Service. The Hamilton County Department of Education considers this proposal to be of tremendous value. The vicissitudes of our day, along with the pressing needs found within our society by even the casual observer, validates the claim that something must be done. The possibilities found within the concept of Volunteer National Service are indeed encouraging and deserve the type of consideration you are giving it today.

For some time now, our Superintendent, Dr. Loftis, has encouraged us to design a volunteer program which could be implemented through our curriculum and which would hopefully have a positive impact on the multitude of problems we witness within our social structure, as well as impacting positively upon our student population. The reasons Dr. Loftis gives for the creation of this program are as follows:

A lack of interest in the traditional academic arena by too many of today's teenagers; a noticeable degree of purposelessness by too many of today's teenagers; the alarming number of students who are dropping out of school and the alarming number of students who are at risk of making that same tragic mistake; a social environment from which our youth receives from society without being able to learn in a systematic fashion the merits of giving to society; the need for a program which would encourage high school students to channel their energies through constructive pursuits in lieu of destructive behavior; the need for a program which would enable the participants to realize the satisfaction that is a product of experiences based around the motif of altruism; the need for a program which allows the participants to experience in a more appreciable manner the real meaning of the phrase "the dignity of man."

We are proceeding in our efforts to place within our curriculum an offering for juniors and seniors entitled simply "Volunteerism." We intend to grant as an incentive Carnegie credit which would be applied toward the total number of credits required for graduation from a Hamilton County school. We are looking at the areas of tutorial work, peer coaching, and more direct involvement in the literacy movement for the placement of our students who qualify for placement in this program.

We are also looking forward to forming a partnership with those community agencies who qualify to have our students serve as volunteers as they seek to accomplish the objectives of their organizations. By doing so, we are committing our total system as a volunteer agency to aid and assist those who have so graciously helped us in the past.

The deplorable conditions found within our society in the early 1900s led William James to deliver a scholarly essay entitled "A Moral Equivalent of War." His recommendations were pursued by President Franklin Roosevelt and President John F. Kennedy and birth was given to the highly successful Civilian Conservation Corps and the Peace Corps. There are problems within our democracy today which must be erased and there are literally thousands of well-qualified, well-meaning young students who have the credentials to become engaged in the war as portrayed by Professor James. Knowing them as I do, I can assure you, Senator, that their lives and their energies can and will make a difference.

Again, we applaud you, sir, for your interest and effort in giving them the opportunity to show that they do care. Thank you.

Senator SASSER. Thank you very much, Mr. Carnes. We'll turn now to Ms. Scott for her observations. Ms. Scott.

TESTIMONY OF BEVERLY SCOTT, PROGRAM COORDINATOR, YOUNG VOLUNTEERS IN ACTION, METROPOLITAN COUNCIL ON COMMUNITY SERVICE

Ms. SCOTT. Thank you, Senator Sasser, for the opportunity to be here and to tell you a little bit about Young Volunteers in Action. First of all, I'd like to express my gratitude to J.D. Carnes for several reasons. Young Volunteers in Action is a program that recruits high school age as well as college age young people to perform volunteer service. We match them with over 71-plus agencies that are registered with the Young Volunteers in Action Center. I'm happy to be following J.D. Carnes for several reasons. One, primarily most of my work experience has been with the students who are either part of the university system or the city school system. I would like to use this as a networking opportunity, and you shall hear from me after today. Second, I like the exposure that one of our United States Senators calls his attention to this, and we are very glad for the opportunity to be here.

In terms of the overview, thinking about the volunteer and service opportunities that are available in the Chattanooga area, as I stated, most of my experience has been with the university as well as high school students. In terms of attitudes, there are some very, very interesting attitudes that have come across. One, primarily the students that I have worked with are in a situation where they already have incentives. Listening to the definitions given by Scottie, and I think Ronnie gave us a definition of "volunteerism," it mentioned that it means someone who gives of their free will, not being compelled. I differ with that somewhat in that most of these students have to be compelled. I'm not saying that's bad, but, as a student myself in junior high school, I was a volunteer, so I can say this from my personal as well as professional experience.

I volunteered my summers as a Red Cross volunteer at Eastside Community Center. For me it was very valuable for two reasons. One, most of us have the notion that to be a volunteer we have to have something to give, we want to give of our time, we want to give this, want to give that. Most of us seem to overlook the opportunity that this is an invaluable chance for us to receive something.

In talking with some of the administrators in the private schools as well as the public schools in this city, one of the things they were looking for were on-hand volunteer experiences for their students which gave them a real-life experience beyond their life experience. For example, some of the students at McCauley, they're always called on to be tutors, would like an opportunity maybe to go in a day care center, be a one-to-one companion with a 4-year-old. Believe me, if you're attending an all-male school, to all of a sudden be thrust in an environment for 2 hours a week or 4 hours a week where you're dealing with a 4-year-old, that was life-changing. You have to be ready to receive, not necessarily so much to give. That would, I would have to say, have to be important about an attitude.

In terms of how volunteers are recruited, the easy side of my job is to go to those that have already instituted in their schools or in their fraternities and sororities a community service, or volunteer service compulsion. By that part of their mission, part of their objective is to provide a volunteer service, so the incentive is already there. There are several schools, city as well as private schools, who already have a volunteer community service curriculum. They have to fit in so many hours before that school year is over, so the compulsion is already there.

How we recruit them is basically a matter of contracting their advisor, and making them aware of the volunteer opportunities that are available. Then we match them with some of their interests within the needs that have already been defined by those agencies.

You asked about incentives and requirements. I think getting more high school and college age people involved, is a great idea. I'm all for this. I'm more than happy to hear that the county schools are instituting such a curriculum. I say that professionally because yes, it makes my job easier; but personally, I would like to see a little more of that instituted even though it may be compelled from the beginning. There are very valuable payoffs, one, as I mentioned, in terms of attitude. It's wonderful to receive something like that. In the long term, whether you may be doing this for help with college tuition or if you're thinking in terms of buying a house, that's fine. That's putting a dollar value on it. Some things you cannot attach a dollar value to.

Reflecting back to the time that I was a volunteer at Eastside Community Center, the experience that I got was something that was outside my life experience. Being exposed to that was something that momma couldn't tell you, that you couldn't be taught at school, that no one could show you. It was heartbreaking for me to be in that center and see them come and maybe not get their health care because they maybe did not have whatever government cards were necessary to receive that free care. Looking out the window and seeing a mother going through the garbage to find something to eat. I couldn't have learned that in school.

There's a type of compassion, there's a type of altruism that just cannot be taught. It is invaluable. A lot of that comes out of volunteer service and some of it doesn't. Those are my personal reasons for advocating such a program.

Looking at a national service program aimed at high school students, I think several things would be needed to create a popular and effective one. One of the things that I have done as Coordinator for Young Volunteers in Action, at the end of the first quarter of this year, I did a report—and this is something that coordinators in the past have done as well—but we tried to attach a dollar value on the service that had been rendered. Over the quarter I looked at the number of hours that students in our program had contributed to various agencies. We took the number of hours, the total number of hours, and multiplied that by the minimum wage and we came up with what we would consider an idea of the value of the service that we have been able to provide to the community.

Two problems with that. One, it is very hard to say that the work that they have done is above or below minimum wage. Many times it was above, so we were underestimating the service that we were providing. The second problem that I have is when you attach a $10,000 figure or a $12,000 figure to volunteer services done, you too will come back to the same problem. This person or these individuals may have given far more service than $10,000 can buy, and how do you repay that person. So while it may be a trivial point at best, it's something that you're eventually going to have to look at, because eventually you're going to have students or people who have contributed volunteer service that you can't put a dollar value on.

Looking at the variety of the volunteer services that are available, one thing that seems to ring true over and over again is that most of the volunteer opportunities are in the inner city and that's where the need is greatest, whether they be with day care or whether they be tutorial, a visitor in a nursing home or clerical support. We've had some very interesting experiences with Habitat for Humanity. Again, some of the motivation that the students had is shown over and over again.

As I close, I want to give you some examples of the different types of things that motivate students to be volunteers. One is on-hand work experience. The students who have attended Lookout Valley High School and Hickson High School work in Habitat for Humanity. It was something that they were able to receive as well as give. In their shop classes, most of the time they built doghouses or they built walls and knocked them down, they built walls and knocked them down. It gave them the experience of building walls. A real experiences to build a wall as part of a house and let it stay up. You see the real test of not only what you've learned but what you were able to give. Habitat was very gracious that they were able to do this for them.

Another opportunity would be career orientation. Some students choose placement sites that would give them some experience hopefully into what they would like to do long term. An animal shelter has been one of those opportunities. One of our students at UTC was able to go in and learn about the on-hand things that a veterinarian does on a day-to-day basis, what maintains an animal shelter, and how he or she can contribute on a regular basis. Again, this student was receiving a lot, as well. That was an experience that perhaps that agency could not afford to pay someone to do, yet this student had the experience.

Lastly, to reinforce what I said earlier, one of the students at McCauley, they were interested in something beyond their life experience, and being a tutor over and over again was not going to cut it. Putting them in the day care center at UTC, they seemed to find it a very pleasant experience, not to mention life changing. But these are just some of the opportunities that Young Volunteers in Action provide to high school and college age students, and I thank you for the opportunity to share these with you.

Senator SASSER. Thank you, Ms. Scott. We'll hear now from Ms. Scherzer, and then we're going to turn to some questions and get a dialog going here. Ms. Scherzer.

TESTIMONY OF LAURA SCHERZER, VICE-PRESIDENT, CHATTANOOGA NEIGHBORHOOD ENTERPRISES [1]

Ms. SCHERZER. Thank you, Senator. I work for an organization which is a private, non-profit—actually, it's a public/private partnership which addresses low-income housing needs in Chattanooga. We have the goal of making the opportunity available to provide decent, affordable housing for all Chattanoogans.

We've had the involvement of young people in five different areas of community service. Two of our programs have been volunteer programs. Three of these programs have been actual paid participation programs. Just to give you a brief rundown on those, the American Jewish Society for Service is sending 16 wealthy teenagers from New York City to Chattanooga this summer to build a house for us. These kids are actually paying to come work for free for us this summer. We also have many church and youth groups volunteer to do house painting for us, and that's strictly voluntary.

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[1] See p. 110 for Ms. Scherzer's prepared statement.

Our paid program includes a College Outreach Assistant Program which we had last summer. We chose 9 out of 55 applicants. We paid them $800 a month, and they worked very hard doing neighborhood organizing activities. We also pay disadvantage youths each summer to learn housecleaning and also to paint those houses. So they're not only learning, but they're actually helping somebody. Last summer, 18 of these young people painted 29 houses for senior citizens. They received minimum wage and lunch every day. Their income in most cases went directly into the family pocketbooks for very basic things like food and rent.

We also have a job training and rehab construction skills program which is geared at disadvantaged young people. The program is called Future Build. It pays a weekly stipend of $70. It's a year long on-the-job-site training program that is meant to teach people to become skilled craftsmen or artisans so that they can be placed with local contractors in this community, particularly to help rehab the over 19,000 substandard houses that we've been able to identify in Chattanooga.

I'd like to make some observations on our youth service volunteers. Generally, we've found that most volunteers prefer short-term projects that have a sense of closure. If they're long, drawn out projects, it's very hard to keep people motivated. We tried last year to recruit eight VISTA volunteers. VISTA volunteers must volunteer, must obligate themselves for 1 year. They receive the equivalent of about $480 a month, which is subsistence wages, basically. We had absolutely no takers. We were looking for people to do neighborhood organizing, to organize the donated materials warehouse, to do some homemaker training and things like that. The major excuse we got from college age or beyond young adults was that they just could not afford to donate a whole year at subsistence level, that that just wasn't something they could do. Had the term of service been shorter, I think there would have been a whole lot more interest.

Any organization that uses volunteers finds that it's very costly in terms of staff time, and we certainly do. That's not to say that volunteer programs aren't good, but the realities of planning for volunteers are that if you do it right and if the activity is to be meaningful for the volunteer, it is going to take a lot of somebody's time to organize that properly.

With the American Jewish Society's service project this summer, you might say that that would save us about $10,000 in labor on housebuilding. Actually, it's going to cost us more than that by the time we donate a staff member to be the project supervisor for the summer, finding kids a place to live, transportation, and so forth. So we're really not saving money with our volunteer project, but we do get a positive benefit from it in terms of the publicity and the good will that's generated. It gives these young people a meaningful work experience and the house that they're building will be inhabited by a low-income family that couldn't otherwise afford the house unless we could keep the cost down somewhat.

Community service definitely can make an impact on a young person's life. Our college students last summer were all for the most part social science majors who were very sensitive individuals who felt that they understood poverty. They said that until they had direct exposure with it in the neighborhoods of Chattanooga, they didn't know what poverty was. They became very upset with us for not doing more to help low-income families who live in pretty bad circumstances. They were upset with themselves, they were upset with society. When they went out day after day and experienced the really abominable conditions that a lot of our fellow citizens live in, they were terribly upset and felt very inadequate. Definitely, their lives will not be the same, and they told us that again and again after that experience.

One thing about paying people as opposed to using volunteers—and this is not to say that volunteers are not good in reality is that you can get more time and more effort from paid participants as opposed to volunteers. An example of that is our first volunteer adventure last year involved a college group that called and volunteered to paint a house for us. They made elaborate arrangements to do that and then they didn't show up. Our staff members had to be called out to paint that house so we wouldn't disappoint the homeowner. This was a disabled homeowner who had been looking forward to having this done. So there are problems with volunteer programs, but, again, good supervision and good planning can usually solve those.

If community service is to be a requirement for young people, we would recommend it be required at the K through 12 level as opposed to the college age level, because I think it's easier, as Beverly has mentioned before, to put that compulsion element into high school and below than it is the age group above. There are many, many school districts around the country that are already doing this with very positive results. For it to be meaningful to students to have a say in planning their volunteer activities, they should be planned around students both developmentally and they should be in an area that interests the students.

Concerning national youth service, CNE is working in establishing its own Neighborhood Youth Corps, so to speak, that would be focused mainly on neighborhood rehab and neighborhood development activities, but it wouldn't necessarily be limited to those kinds of things. We see a national youth service program as being a post-high school kind of a program, and, like the military, it should be voluntary. It should not be compulsory. It should have open enrollment, and, in doing this, people are exposed to other people of different classes, races, beliefs, and so forth, and there's a great value in being around people who are not just like you.

The one thing that seems to be a failure nationwide, and I'm not sure what the answer is—I don't think anybody quite knows how to solve this yet—is how to make a national service program attractive to middle class and affluent young people. Generally, national service programs such as the Conservation Corps, the urban and the civilian conservation corps, have attracted mainly disadvantaged young people. To make this truly meaningful, it would be ideal to be able to attract youths from all segments of society and not just from the low income level.

National service, to be successful, really ought to be administered at the grass roots level. It should have private and public support, and it should be decentralized, not controlled in Washington, not be a federal program that's administered from a distance. Each community knows its own people and it's own problems better than anybody else knows those problems, and the only way to get the local community involved in its own needs is to make sure that it take a part in planning and helping with those needs.

Federal funds, Senator, would probably be best used in this case as matching funds with support required from local government from the states and from private industry, foundations and so forth. It would certainly make it a much more attractive venture than to be just another governmental program. The Job Training Partnership Act which funds two of our programs, the Summer Youth Employment Training Program and also our Future Build Job Training Program has been very helpful but it's very limited. As one person described it, it's like a mack truck with a lawnmower engine. The problem with JTPA funds is that they only apply to a very narrow economic band of people, and we've noticed in our Future Build Program that we turn away many, many people who could benefit greatly from learning job skills and being placed in the rehab construction field, but, because their family's income might be several hundred dollars over the line, they can't qualify for our program. Our program will die if we don't find other sources of funds to supplement the JTPA money.

In any post-high school service corps, we believe that the participants should receive compensation, and we don't believe that compensation should be designated for any particular use. If you're from a very low income family, you have very basic obligations that you have to fulfill, and those may not be education and they may not be buying a home. I don't know that it's the best idea to legislate how somebody should spend the money they've earned for participating in a community service program. That should be optional. Our Future Build Program would not attract anybody right now if we didn't pay a stipend that's close to minimum wage. Our stipend at $70 a week still isn't high enough. It should be higher.

Young people from disadvantaged homes often get a bum rap. They often are called lazy and shiftless and are painted as a real burden on society. They are not lazy. The people in our Future Build Program come from very poor backgrounds, but almost every single one of them moonlight on second and third shifts and they have families to support and they work 8 hours on second or third shift and then they come and participate in our program for 8 hours during the day. What they desperately need is help in work skills, in social skills. They need help with day care and medical needs and other kinds of things like that. Most of them do not have a high school diploma. Thirty-eight percent of our young people in the South dropped out of high school. And for male high school graduates, there's been a 27-percent decline in earning power between 1973 and 1985.

The disadvantaged young people in our society need special help that perhaps the national service corps concept could address. We don't think it should be geared strictly for young people but should certainly serve their needs.

As I mentioned earlier, CNE is considering establishing an urban service corps with an open involvement policy. It would work with a crew concept, with adult supervisors on each crew, and one of the main tenets would be to provide meaningful work experience that's not picking up trash—which is not a very meaningful thing to do—but something that would have value to the participants and to the community. This would include things like rehabing houses, beautifying neighborhoods and other activities such as that.

Again, young people need to be compensated. In these programs, they're not called kids and they're not called teenagers, and they're not even referred to so much as young people, but as adults, because that's what the purpose of the program should be, to try to prepare young people for the adult world and to try to get them to start thinking of themselves as adults.

Finally, I guess the last point I'd like to make, Senator, is that the national service program or a youth service corps cannot be a speed-fix or a quick-fix. These youth programs are very expensive. Our Future Build Program in cost per participant is much higher than the cost of attending college for 1 year. But if it can teach somebody work habits, if it can place somebody in the job in the kind of skills where they can make a decent wage and support a family and also be able to pay taxes, then perhaps the program is worth it, and that's what we're trying to do with our Future Build Program.

Senator SASSER. Thank you very much. Now, we want to take about 25 minutes here to get some questions and answers going, but, before we do that, we've been sitting here for about 1 hour. Why don't we all kind of stand up and stretch.

[The hearing recessed for a short time.]

Senator SASSER. Let's see if we can get a little dialog going here and sort of liven up this exchange. I'm going to ask some questions here of our panelists who represent the high school students here. What we're thinking about doing, as I said earlier, is trying to get young people between the ages of 18 and 25 to work full time for 1 year doing service at a subsistence wage, and that means the wage would just barely get you enough to keep body and soul together. After you do that for a year, you'd receive $10,000 credit towards a college education or a Job Training Corps, or, if you elected to do so, a home down payment. You'd sign up for a volunteer service corps. It would be voluntary. You might be reassigned to Oregon or New York City or even allowed to stay at home and do your work. How does that strike you? What do you think about that?

Shannon Brown, you said earlier in your testimony, and I wrote it down—you said incentives should be offered to get people involved, then they will find their own reward. What do you think about this program? Do you think that would have some interest to your friends or those that you go to school with?

Ms. BROWN. I think the program is great. But the 18 to 25—I don't understand. What about us younger people? I'm not yet that age, and I'd like to volunteer my time now. So what kind of incentive are you going to offer us? You know, this is the me-generation and I'm worried about me. If I'm going to volunteer now, do I get any incentives? I'd hate to have to wait until I'm 18 before I can offer anything.

Senator SASSER. Well, that's something. I think you're offering a new idea here. I think that's something that has not been thought of. The idea was to have a national service corps that young people would go into after they got out of high school, but you may have put a spin on this that nobody thought about.

What do the rest of you think about the concept of 1 or 2 years' service? I want to really get your honest views, now. Here are some of the questions that have been raised. I think one of our panelists raised it over here a moment ago. They say why would you have a concept like this that middle class kids are not going to get involved in. Upper middle class kids are not going to get involved in it. They're going to say, "Well, we're going to go on to college," and what you'll end up with would be the lower income youngsters who would use the National Volunteer Service Corps as a vehicle to go to college, and that's not all bad. But the point was made and I think very well over here that we need somehow to get young people to mix together so they can learn from each other, from different ethnic backgrounds, different economic backgrounds.

Some say that now many of our young people go through life and just associate with people just like themselves. They go to high school and associate with people that live around them. They go to college and associate with people from the same social and economic background. They get out and get a job and they're still associating with the same people, the same social and economic background. So they go throughout their lives and really never appreciate the social and economic diversity of the country or really understand some of the problems that their fellow citizens have to deal with on a daily basis.

People my age and people Mr. Carnes' age, well, we were drafted. So when we went in the military, we were with kids from Harlem, New York, and people from Palm Beach, Florida, so we got them from all walks of life. Maybe that helped us, maybe it didn't help us. I don't know, Mr. Carnes, but I felt like it was an asset later on. What do you think about the concept of a National Service Corps that would attract people from all walks of life? Or are we just going to get youngsters that would come from the lower economic bracket to use it as a vehicle for college or to accumulate some money? Would any of you be interested in doing it? What do you think about it?

Mr. CAMPBELL. I think that a national program would attract, like you say, lower income people who need help getting to college or making a down payment on a home. But I think for more middle class, or whatever, it should be more localized. I agree with Shannon. It should be local and make it part of the school through the county curriculum or whatever, because I know that there are many students at Central who are willing to go beyond class barriers. I think we need to break down the class barriers before they get too rigid, and I think that's a good way to do it. What's lacking in most instances is the organization. What better way to organize a service project to break class barriers than through school. I think school is an excellent opportunity to attract all social classes and to work with all social classes, and I think after that it can even become a lifestyle and that might attract more people to a national program, but I think it needs to be localized first.

Senator SASSER. Well, now, Ron, just on that point, yesterday in Knoxville, we heard testimony from the headmaster of Webb

School, a very fine school. They have a compulsory, volunteer service requirement at Webb School. In other words, before you graduate, you've got to do some volunteer service, as I understand it. Mr. Carnes would know more about this than I do. It's also compulsory in the Atlanta school system. The question I'd ask of our panel of young people here, what would you feel about compulsory volunteer service in high school, something that would be required, just as you are required to take an English course, for example, that you would have to do a semester of part-time volunteer service or compile so many hours of volunteer service? How would you react to that?

Mr. CAMPBELL. I like that idea. There have been a lot of classes that I've been told I had to take that I haven't been real excited about taking.

Senator SASSER. That comes as no surprise.

Mr. CAMPBELL. But there are cases where I'll come out of it enriched. Being introduced to service work as part of the school could be the beginning that an individual needed to get started in service work, and it might be just the catalyst I needed and the organization I needed to be able to give of myself and enjoy it.

Senator SASSER. Well, Megan, how do you feel about a national service in high school? Do you think that might be a catalyst to get young people interested in doing volunteer service, or would it be just an imposition, a burden and something you've got to get through and sour people on doing volunteer service after they got out of high school?

Ms. COX. When you say compulsory voluntary work, I think that sounds contradictory.

Senator SASSER. It is a contradiction in terms.

Ms. COX. I think that volunteer work should be just that. The people should be willing to do that themselves, and I think there should be incentives and I think that volunteer work and community service should be highly considered when looking at grants and scholarships, but I don't think it should be the first priority. I just think it's contradictory to say compulsory volunteer work.

Senator SASSER. Well, let's remove the contradiction in terms. If you were required to do compulsory community service as part of the curriculum in high school, what's the panel's reaction to that? What do you think about it all?

Ms. CORNELIUS. I think that whenever you have a program like this, you're going to have a lot of students that don't want to do it because it's a class. I have classes I don't want to take but I have to take them, but I go ahead and do it because they have to take them. I enjoy volunteer work and I feel that there are students like me who would enjoy it and would get something out of it and they would see it as something that would teach them in school with other subjects. My volunteer work has helped me in my classes and to get along with other people. I feel that you'll have a lot of students that don't want to do it, but still they'll go ahead and do it and they'll be enriched and learned something from it.

Senator SASSER. Well, let me just ask you this: Do you think this compulsory community service might serve to interest young people in going in then to a volunteer service corps before going to college or not?

Mr. HOLD. I think a good idea I had when you all were talking about a year plan for college, lots of people are in high school and they're thinking of what they're going to do, where they're going to go and how they're going to pay their college bill. I started thinking of mine as a sophomore. I think a great plan would be not for an entire year but for summer. I think if you make it for 1 year, you're going to lose a lot of interest from young people because they're going to lose that year of education. During the summer, there are lots of young people that look for work to do to earn money for education. If you want to put these young people to work, I think a summer plan would be the best idea because the summer is free. That's for upper class, middle class and lower class. They're all looking for jobs for the summer to help pay for their education. If you could set up a plan in between when you get out of school and before you start school, maybe two months or three months of the summer to put into house painting, or whatever field of work you have, and have that go towards the bill to pay for college, I think that would be a better plan than just to have a whole year set out, because they'd lose that year of education. I think you'd get a lot more response from lower and middle class and even some upper class, because almost everybody works in the summer.

Senator SASSER. Well, I think that's a good proposal. Ms. Scherzer put her finger on it, though. You know this volunteer program is not inexpensive, and, in order to make it meaningful and to make it really produce something that's worthwhile, it's going to have to be structured and there is going to have to be professional cadre to administer it. The problem would be you have to maintain that professional cadre perhaps the year round just to deal with young folks that might want to get into it in the summertime, but that's not an insurmountable obstacle. In other words, you might be able to have a program running for 12 months but have a special summer program where the program would be expanded substantially for young college students who might want to do volunteer or community service work in the summertime, so that's another idea. We're learning all the time as we talk to you about it, and that's the value of these sessions. We learn what will make things work.

Now, one of the proposals that was advanced by a student in Knoxville yesterday, and I'd like to ask our Chattanooga panel about this, is to have a part-time social service program, one in which young people could participate for some small amount of compensation while they were in college. For example, if you go into UTC here, either in Chattanooga or one of the rural counties adjacent to it, that there would be a program set up where you could do some work there in community service. How does that appeal to you? Is that more appealing than the one or two years of service that we talked about earlier?

Mr. HOLD. I think you'd get more response, because, when you put in a year or two, once again, you're losing that year or two you could have put into an education, and, if you're doing your education while you're putting in volunteer service, I think you'd get more response and you'd have more people support it.

Senator **Sasser**. Let's just ask our audience a question here. Let's say you are the U.S. Senator from Tennessee and a bill comes to the floor of the U.S. Senate, and this bill provides that a young person between the ages of 18 and 25 may volunteer for the military service for 2 years. At the end of 2 years of military service, that young person would get a $24,000 stipend that they can use for college or professional training or trade school. In the alternative, rather than volunteering for military service, the young person can volunteer for a community service program, a national service corps, and, at the end of 1 year, they would get $10,000 as a stipend to be used for a college education or a trade program or professional school. You have the option of either voting for that program or voting against it. You can't vote maybe. You've got to vote yes or no. When the roll is called, how many would vote in favor of the program that I have just described? You would have military service or volunteer community service, and both the military and community service would be voluntary. How many would vote for that program? [Hands raised.]

All right. How many would vote against that program? [Hands raised.]

I think we've got a majority, if I count correctly, probably about three or four to one who would vote in favor of the program.

Now, let's say the program has passed and become the law of the land. How many of you think your friends—I'm not going to ask you about yourselves—but how many of you think your friends would volunteer for such a program to serve in the civilian community services program? How many of you think your friends would volunteer? Raise your hands. [Hands raised.]

That's quite a number. How many think your friends would not volunteer? [Hands raised.]

Well, I would say, Mr. Carnes, about a two-to-one majority that say their friends would not volunteer for it. But, still, if you get just the numbers here who say their friends would volunteer, I think that would be a significant number of young people.

Let me ask our panelists, if we set up a volunteer program what type of service would you find preferable? Let me give you some alternatives—working in a low-income neighborhood, tutoring service or assisting in various and sundry ways, working in a State park, working in a government office, being a teacher's aide, working at a hospital, working with elderly citizens. Those are some ideas that have been advanced. Which of those things would you prefer to do, or could you think of things in volunteer or community service that would be more important than these that I have just brought out here? Got any ideas about what you'd like to do or what you think others might like to do and what needs to be done?

Ms. **Brown**. I think the type of services you should do would depend on the person that's volunteering, because everybody is going to have their different interests. I personally would like to serve with the elderly people. I just lost my grandfather recently, and it's been an experience that has really changed me, because I never realized the value that the older people have. Now that he's gone, I wish I had done this, I wish I had done that. To have the opportunity to speak with older people and just to help them, you know, and know that you can be there for them, maybe make a small—you know, that would be close to me. But I also have strong feelings on education and I think that I'd like to volunteer my time for that also because I hold that important in my life.

Senator SASSER. Any other panelists want to comment on that?

Mr. HOLD. You mentioned with the elderly people. In tutoring, I think I would like to work with the lower income, help out with maybe repairing their houses, because I know there's lots of people even in this city alone they're left out in the cold at night, don't have a place to stay, or they're in a house that might need some repairs, or they're low in food and need some help with food, even.

Senator SASSER. Who else wants to volunteer to speak for us?

Ms. CORNELIUS. I feel that working with the lower income would be an additional advantage—if they had children. It would teach the children that you take your time to spend to help them, and they could learn from that. They could see an individual in you as having took the time to come and spend with them, and that would make them a better person, no matter what community or low income range. No matter what income range they come from, it would teach them that you took the time to be with them when you could have been doing something else, and that would help them to maybe be inspired by what you did and then do the same thing, one day to help people in their position.

Senator SASSER. Did you want to comment on that quickly, Rob?

Mr. CAMPBELL. I just wanted to agree with Autumn about working in the low-income situations. I think it needs to be approached with a charitable attitude, but not so much a charitable attitude as trying to help the lower income people get on their feet again and help themselves and just eliminate problems on down the road. A program like that to help lower income people to help themselves, I agree with Autumn on that, and then learning from people, coming and spending time with them.

Senator SASSER. We've got 5 minutes left. I think we can all spend 5 more minutes. I'm enjoying it, but I know you're getting a little weary. Why don't we take this 5 minutes and see if any of our students in the audience have got a question that they'd like to ask me or if they've got an observation or statement they'd like to make. There's a hand in the back here.

AUDIENCE MEMBER. Senator Sasser, you were talking about making volunteering compulsory for high school students or making it like——

Senator SASSER. Mandatory.

AUDIENCE MEMBER. Mandatory, yes. If you have a student who has to take English and they don't want to take English and they don't put the time into it and they fail English, they hurt themselves; but if you have someone who is forced to do volunteer work, someone else would depend on their work. If they don't want to do it and they don't do a good job, not only do they suffer, then someone else would suffer, and so I think that would be against making it mandatory, because they wouldn't be just hurting themselves, they could be hurting other people.

Senator SASSER. Well, I think that's a point well made. I asked the question because that is something that is done in some school systems, and I just wondered what the reaction would be here. I really asked the question from the point of view seeing if that might get young people interested in community service. That might be an inducement to get them to go into a national service corps.

Yes, there's a young lady back here.

AUDIENCE MEMBER. Okay, about it being mandatory or compulsory to make community service a part of the school system, I think what the previous speaker was saying is true. I think it needs to be something that we can choose to take in high school in order to graduate, and, if it were something that were taken by choice instead of something like psychology, I think it would be a better aspect of the program.

Senator SASSER. In other words, if you had an elective.

AUDIENCE MEMBER. Yes.

Senator SASSER. It were an elective, and a person could choose to do some community service and perhaps get some credit for it.

AUDIENCE MEMBER. Yes, sir.

Senator SASSER. You might be interested in knowing, and I suspect some of you already know this, but there are a number of universities and colleges that the admissions office is looking at applications, if the applicant does some community service, I'm told that it does strengthen the application for admission at some colleges and universities. Yes.

AUDIENCE MEMBER. In one of your proposed programs, community service is mandatory for college grants, college tuition, possibly credit. How would this affect the handicapped kids we have in this school, special ed kids who wish to achieve college but yet do not fill the duty in community service, but they also need the extra help moneywise, college grants, even high school credit?

Senator SASSER. Well, that's a good question. The bill that Senator Nunn has introduced in the Senate over a period of time would phase out the student loan program. Now, many of the youngsters that might have a physical handicap which would prevent them from serving in community service could access the student loan program or could access the so-called Pell Grant Program if they come from an economically deprived background. If these were phased out and the volunteer service program was put in its place, this could be less probable.

We're getting a lot of questions here, now. Over here. We'll take one after this and then we probably ought to stop.

AUDIENCE MEMBER. Okay, talking about the program you're talking for the year for the 18- to 25-year-olds, I just recently turned 18 so I'd be able to do this since I'm graduating this year, but what about other service jobs besides the list that you gave, would those be the only things, because I know I'm more interested in child abuse and working for centers like that. Would we be able to choose what we wanted to do or would we have to go by a list that you have? Would we have any choice in what we were going to do if we signed up for this?

Senator SASSER. Of course, I would say that there would be some choice. Now, I can't tell you precisely what would be done in the end. We're really sort of grappling with this and trying to determine how to structure the legislation and what would occur after it was passed, but I would be reasonably sure that someone who wished to work in the field of child abuse, there would be a way to do that.

This hand right here in the back. There we go.

Audience Member. Senator, you mentioned the 18- to 25-year-olds.

Senator **Sasser.** Right.

Audience Member. What about people who are older than 25 or younger than 18, and what about the people who—perhaps the homeless, who really need something to help them along in life? Maybe they can't find a job that would provide them with $10,000 and they could volunteer for this and they were older. What about utilizing these?

Senator **Sasser.** Well, the concept of this whole program is really to attract young people into community service. I suppose if you had a young person who was homeless who otherwise qualified, they would certainly be admitted into the program. But the thrust of the program is not a general social services program to help the handicapped or to help the homeless. That's not what the program is all about. What the program would be about would be to encourage young people in community service to their country and to their fellow citizens in hopes that this would do two or three things. Number one, it would get jobs done in this country that otherwise might not be done, like restoring some of the national parks, doing some of the environmental work that needs to be done. Second, that it would instill in young people a sense of community service and a sense of pride, working for their nation. And, thirdly, it would be a learning process, a learning process for young people in that they would learn more about their fellow citizens, learn more about what makes their country tick, and they would be more mature, well-rounded, perceptive citizens as they grew older. Those are the three, I think, things that recommend the program.

Well, the hour is late. It is now 2 minutes beyond the 11 quitting time. I want to thank our panel of high school students here for your marvelous, marvelous contribution. It's been very, very helpful to me and I know you've given a lot of thought to it and I appreciate your effort and your time. To our panelists of adults here who work in this field, thank you so much for your efforts day in and day out and thank you for your perceptive observations today. My appreciation to the students and faculty here at Central High School for their marvelous contribution. Thanks to the principal and to the county school superintendent. You've just been wonderful. I am now going to pronounce these proceedings of the Government Affairs Committee closed, and we'll look forward to getting a record and reading it with great interest.

[Whereupon, at 11:05 a.m., the hearing was adjourned, subject to the call of the Chair.]

NATIONAL VOLUNTARY SERVICE

WEDNESDAY, APRIL 26, 1989

U.S. SENATE,
SUBCOMMITTEE ON GENERAL SERVICES, FEDERALISM,
AND THE DISTRICT OF COLUMBIA,
COMMITTEE ON GOVERNMENTAL AFFAIRS
Nashville, TN.

The Subcommittee met, pursuant to notice, at 9:30 a.m., at McGavock High School, 3150 McGavock Pike, Nashville, TN, Hon. Jim Sasser (Chairman of the Subcommittee) presiding.

Present: Senator Sasser.

INTRODUCTION BY DR. HOWARD BALTIMORE

Dr. BALTIMORE. Students, it is my pleasure this morning to introduce you to Senator Jim Sasser, who is here to listen to some opinions and statements from McGavock faculty, also a member of the Hume-Fogg faculty and the Hillsboro faculty. Students, I would like to say, first of all, how delighted we are to have the Senator to host this meeting this morning. We are pleased that McGavock was chosen to be the host. We feel like it would be a great experience for our students who attend this hearing this morning and to have the opportunity to present their point of views. It is certainly a pleasure to be the host of this meeting this morning. Before you begin the meeting, Senator, we have one of our students, one of our student council presidents, Ms. Amy Wilkinson, to do a presentation for you. Amy.

PRESENTATION BY AMY WILKINSON, STUDENT COUNCIL PRESIDENT, McGAVOCK HIGH SCHOOL, NASHVILLE, TN

Ms. WILKINSON. We do appreciate you coming to see us today and to show some of our appreciation, we would like to give you this McGavock hat and T-shirt.

Senator SASSER. Well, thank you. Well, Amy, thank you very much for this McGavock T-shirt and hat, and I will tell you what I am going to do with it. Now, at the noon hour around suppertime in Washington, I will sneak out of the Senate and put on a pair of jogging shorts and jogging shoes and jog down between the Capitol and the Washington Monument. The next time I do this, I am going to wear my McGavock Blue Raider's T-shirt and put on my McGavock Blue Raider's baseball cap, so if anybody sees a Senator jogging up and down the walk in Washington in a Blue Raider's T-shirt, it will be Jim Sasser from Tennessee. Thank you very much.

Dr. Baltimore. Thank you, Senator. Again, it is a pleasure to have you with us.

OPENING STATEMENT OF SENATOR SASSER

Senator Sasser. Thank you very much, Dr. Baltimore, and it is a pleasure for me to be here today. Just let me tell those of you in our audience and our panelists that what we are convening here today is a field hearing for the Committee of the U.S. Senate, the Governmental Affairs Committee, on which I serve, and the Subcommittee on General Services, Federalism, and the District of Columbia, of which I am chairman. We are holding hearings all across the State of Tennessee this week to look into the question of volunteer service for young people in the United States.

We have had history in this country in times past of volunteerism, and, particularly here in Tennessee, we are known as the Volunteer State. We are known as the Volunteer State, because our people traditionally have volunteered in great numbers for government service, principally military service in times of great national need.

Now, many of our leaders in Washington and many thoughtful people across the country have been saying for some time that we are losing our spirit of volunteerism in the United States and that we ought to form some sort of an organization or a structure whereby young people who are interested in doing community service or doing service for their country would have a mode of expressing those very fine desires. This has resulted in legislation. A number of bills have been introduced into the Congress that would deal with the whole question of community service by young people. One of the bills that has been getting the most attention is one that was introduced by Senator Sam Nunn of Georgia.

What Senator Nunn's bill will do is to establish a national service corps. Young people may volunteer for this national service corps for a period of 1 year. At the end of that 1-year term, they may extend it for another year, if they wish. The ages of service are between 18 and 25. At the end of their service in the national service organization, they would be awarded a $10,000 stipend that could be used to defray college tuition costs or could be used toward tuition costs of an accredited trade school or any other professional trade school, or as a down payment on a home. Those are the three categories in which this type of cash stipend could be used. Part of the need for this legislation flows from the number of tasks and jobs that need to be done around the country that are not being done. Many of these fall in the category of humanities service jobs. It has been estimated that 3.5 million people could be put to work in this country doing necessary services, such as child care, helping senior citizens, doing work in our national parks and on our roads and byways to try to rehabilitate and protect the environment. Those are just a few of the things that have been suggested. Working in the inner-city neighborhoods and schools to try to get some guidance to inner-city children who may be on the verge of losing their way or who simply need some help in developing an acceptable and wholesome lifestyle and need some help in their academic pursuits—these are some of the things that have been suggested.

Now, a poll was run not long ago in California. Young people were asked what they deemed to be the most important things in life—these were high school students like yourselves. These were California students and not Tennessee students. The majority of them responded in that poll that their life goal was to make a lot of money, and at the bottom of the list was the goal expressed to live a meaningful life and make a substantial contribution to society. Now, there is nothing wrong with making money, and we are all enthusiastic about the American success story, and I am sure your success is part of it, but, also, I would hope that we would give some attention to living a meaningful life and getting some satisfaction out of making a contribution, not just for ourselves, but for our people and for our country as a whole. The national service corps might be a way that that could be done. I emphasize "might," because what we are doing here today—this is a fact-finding mission—we hope to determine from the students who are members of our panel here, from the adults who have worked in community services and with young people, how they would recommend that a national service program be structured or would they even recommend it to Congress and the President, go to the trouble of establishing a national service corp.

I will just say this before turning the program over to our panelists. There is precedence for what is being discussed. Back in the 1930s we had a Civilian Conservation Corps that was made up primarily of young people, this was at a time when people could not find jobs, and this kept young people—many times allowing them to keep body and soul together, and literally millions of young men went through this Civilian Conservation Corps in the 1930s, and built thousands of public buildings, constructed trails through the national parks, made very, very substantial contributions to the infrastructure and the beauty of our country.

Presently in California today there is a volunteer service Corps that is made up of young people. They must be between the ages of 18 and 24 to volunteer. They are given a subsistence wage and they work for a year in service to the State of California and other countries, principally West Germany. They give young men and women the option of either going into the military service for 16 months or going into a Civilian Service Corps for a period of 2 years. These are countries, principally, that have a compulsory military service or universal military training. We are not discussing that here in the United States. All of our programs are purely voluntary and the young people may take advantage of them, or, if they choose not to, that is left up to them.

Well, let me get on now with our panelists, because I have come here to see what they have got to say. We are pleased to have on our student panel today, Margaret Horn, a student at Vanderbilt University, who was recently awarded the Campus Outrage Opportunity League's National Community Service Award. She won her award for teaching classes to Guatemalan refugees in Florida during her Alternative Spring Break Program. Last year she spent her spring break working with the Sioux Indians in South Dakota. That sounds very interesting.

She is joined by Ms. Heather Howell, a student at McGavock and member of the National Honor Society. She has participated in service projects at Cloverbottom Development Center, South Street Community Center, and the Tennessee School for the Blind.

We are pleased to have Nathan Burton, also a senior at McGavock, here with us on our panel. He is active in numerous school organizations. He has performed community service with homeless families and the elderly, he worked with the March of Dimes and has done volunteer work at the Maternal and Infant Care Program at General Hospital.

Melody Edmonson, also a senior a McGavock, is active in working with the elderly. For the past 4 years, she has worked at Cambridge Nursing Home, doing everything from making beds to conducting exercises classes and entertaining some of our older folks there.

Last, but certainly not least, is Nicole Glafka. Nicole is a senior at Hume-Fogg Academic High School. She is a member of the National Honor Society, has worked with food and clothing drives, and has done volunteer work as a student tutor.

Now, let me introduce our adult panel here, also. We have Ms. Carolyn Solomon, Guidance Counselor at Hume-Fogg Academic High School. Ms. Teresa Miller, Guidance Counselor at Hillsboro High School. I must say that is my old alma mater, Hillsboro High School. Mr. Ronnie Smith, Teacher/Coach at McGavock who is active in several volunteer programs, including the Special Olympics and various literacy programs. And lastly, Mr. David Scott, Social Studies Teacher at McGavock. He serves on the Board of Directors of Short Mountain Bible Camp, coordinates the Church Food for Families Program and the Donelson-Hermitage Senior Outreach Program.

Well, we have two terrific panels here. We want to move along just as fast as we can, because we want to hear from them, and then I have got some questions I want to ask. I suspect there are going to be some questions, statements from the audience, so time is of the essence. Then let's move along and pack as much into the next 1 hour, hour and 15 minutes as we possible can. Nicole, why don't we start with you and move right on down the line. Nicole Glafka will be our first witness here.

TESTIMONY OF NICOLE GLAFKA, STUDENT, HUME-FOGG ACADEMIC HIGH SCHOOL, NASHVILLE, TN

Ms. GLAFKA. Hi, my name is Nicole Glafka, and I admit before becoming involved in this individual project, I was pretty uninformed about what was going on in the Senate right now, but, after researching the subject and talking to John Wagster, I was quite impressed with the work we are conducting. Although I am not a regular volunteer, I have participated in many volunteer programs, the main one being through my chapter of the National Honor Society at Hume-Fogg Academic High School. Each member in the society must not only retain a 93 average, but he or she is also required to commit to an individual volunteer service project, as well as projects executed as a group. These projects have ranged from being teachers' aides, tutoring the struggling students, cleaning up

Radnor Lake, and organizing food and clothes drives. Through these services, we as a group have been able to help our community tremendously. Unfortunately, I believe that without an incentive, many of these jobs would have been left undone. That is why I highly recommend the idea of asking people to put something into their society in return for the individual benefits they could extract.

The bill I most strongly believe in is the bill that proposes that Federal aid to college students be made conditional on national service. Being an upcoming college freshman, I can easily relate to the high cost of education, public and private. This bill, if passed, could perhaps eliminate college loans. I see volunteer service as a source of income which could be used in conjunction with the FAF/FFS system. Although I believe the government should help to further education, I do not believe in free handouts to the lower classes. Whatever one receives from its county, one should pay back in return. My idea of a proper bill would include working while going to college. One could commit to a volunteer service full time during the summer and part time during the academic year for the voucher of $10,000. It could be similar to the form of a college work-study program and it could be available to all.

If this bill passes, I believe times could change for everyone, especially my age group. The 16 to 25 age group has been recently labeled the me-generation. Hopefully, through this proposed volunteer service bill, maybe the "me, me, me's" could become "you, you, you's."

Senator SASSER. Thank you very much, Nicole. We will now turn to Melody Edmonson for her comments.

TESTIMONY OF MELODY EDMONSON, STUDENT, McGAVOCK HIGH SCHOOL, NASHVILLE, TN

Ms. EDMONSON. I have been a volunteer at Cambridge Nursing Home for 4 years. I first began being a volunteer for a church project. I was to serve 50 hours for the project. After the initial 50 hours, however, I enjoyed being a volunteer so much that I wanted to continue. So far, I have served over 250 hours at the nursing home, I do various jobs while there. I have conducted bingo games, exercise classes, and Bible studies. I also play the piano. I have learned much from the jobs of the nurses and technicians there. Some of the jobs I have learned are making beds, feeding residents, and passing out ice water. I have greatly benefited from being a volunteer. I have developed a greater and deeper understanding of our society's older people. Older people are compassionate and understanding. I have many special friends at the nursing home. Nursing home residents have needs just like everyone else; as a volunteer, I help meet these needs. My experience at the nursing home has helped me to know and understand the jobs of a nurse.

I plan to undergo study to be a nurse in college. I do believe that volunteer work benefits everyone who engages in it. I feel that volunteering should not be mandatory, it should be an option. I also think that staying home or being home while doing service should be an option. It would be a good idea to offer an incentive to volunteers to work and serve at least 1 year. One incentive would be helping in furthering the volunteer's education. As a senior in high school, I know that money for college is sometimes difficult to obtain. In this situation, the volunteer would be getting two types of benefits—one is experience, the other helping further their education.

Senator **Sasser**. Thank you very much, Melody. We will now hear from Heather Howell.

TESTIMONY OF HEATHER HOWELL, STUDENT, McGAVOCK HIGH SCHOOL, NASHVILLE, TN

Ms. **Howell**. National service is one of the most rewarding activities in which a person can participate. I have served as volunteer through school clubs such as the National Honor Society and the Beta Club. My activities include Christmas parties for underprivileged children at the South Street Community Center and also the residents of the Cloverbottom Developmental Center. Through my church Sunday school class, I have visited patients at nursing homes. Although I have not served extensively as a volunteer, I have experienced the satisfaction and self-worth of helping someone who could not help himself.

The volunteer spirit thrived in the 60s with the establishment of the Peace Corps, but the "me" attitude of the eighties decade has caused the spirit of national service to die. American Society needs as many volunteers as possible, but finding people willing to work is extremely difficult. More advertisements should be placed to inform the public on the need for volunteers. Many more Americans may be willing to work, but may be unaware of the need.

Those people who could make the best workers may often be overlooked. The stereotypical volunteer is a kind of elderly woman, but the teenager can serve just as well. A high school student could work in a nursing home 2 or 3 days a week and receive academic credit. Teenagers with a difficult family life may not seem likely volunteers, but many may enjoy a situation where they are loved and appreciated. They could read to the blind or help disabled children with the knowledge that they were needed and useful.

Volunteer work need not be extremely demanding or time consuming it can be as simple as giving spare change to the Salvation Army at Christmas time.

Volunteer work is a vital part to the social structure of American society. With more advertisements and acceptance of those willing and able to work, the volunteer spirit in American could be rekindled.

Senator **Sasser**. Thank you. We will hear now from Nathan Burton.

TESTIMONY OF NATHAN BURTON, STUDENT, McGAVOCK HIGH SCHOOL, NASHVILLE, TN

Mr. **Burton**. The need for volunteers in many different interests is present all over the United States, and, if not met, will eventually cause a serious problem in America as many people view it.

It is obvious in today's society that there are many items of interest that are not being completed. These items range from high-ways and streets being cluttered with trash to senior citizens not being able to get the necessities needed to live.

True, a plan of volunteer service is needed if America plans to keep the high standard of living that we have. Consequently, there must be an incentive to those who volunteer their time and effort. However, we must keep in mind several things that will help to get more youth to participate in volunteer service programs.

First, voluntary service is not new to America, although it is unique to it. The idea of volunteer service was first introduced when the founders of the Mayflower Pact came ashore and pledged to work for a just and legal way of life. The service continued during the Roosevelt Administration, and was heightened by the question posed by the late President John F. Kennedy, "Ask not what your country can do for you—ask what you can do for your country."

In today's society, there is a wide variety of volunteer services for youth to participate in. These services include, the American Red Cross, the Conservation Corps, and Volunteers in Service to America [VISTA], just to name a few. Of all the services offered, there is at least one that each youth would enjoy participating in.

Second, all youth, regardless of social status, must work for a specified period of time. The time chosen should be able to fit each individual volunteer and the service that needs the volunteer.

Youth should have choice of summer work or after school work. Regardless, the program should be established for a specified period of time. This time should be scheduled in hours of work, in hours rather than years. The program should also be structured so that if a youth wishes to work more than the prescribed number of hours, he or she may do so. However, he or she should be able to receive a bonus for working over the specified number of hours.

Third, we must remember the rewards of volunteering are as much ours as they are those we serve. The volunteer should be paid in the form of a United States Treasury Bond. The bond should be specified to pay college expenses or as a down payment on a house. The choice should be left up to the volunteer.

Therefore, we have created an atmosphere that is tolerable for both the volunteer and the person receiving the service. The volunteer has an incentive to work hard and will be compensated for the volunteer work that is done. In addition, the person receiving the service will be satisfied and the demand for volunteers to complete the work will have been supplied.

Thus, if we go too much longer without a national volunteer program, the long term repercussions will pose a serious threat to the economic and social stability that has been achieved in the past.

Senator SASSER. Thank you, Nathan, for your excellent statement. We will hear now from Margaret Horn.

TESTIMONY OF MARGARET HORN, STUDENT, VANDERBILT UNIVERSITY, NASHVILLE, TN

Ms. HORN. For the past 2 years, I have participated in the Alternative Spring Break Program at Vanderbilt University. Alternative Spring Break provides students with an opportunity to spend the week of spring break in underserved communities including Indiantown, Florida; Monterrey, Mexico; Lexington, Mississippi; and Roses Creek, Tennessee. Students, guided and advised by Vandy faculty and staff, participate in efforts to improve community conditions and empower community members.

During Alternative Spring Break 1989, 120 Vanderbilt students, faculty, and staff visited seven sites in the United States and Mexico. Efforts ranged from digging latrines in the Mexican countryside to registering illegal aliens in Florida, and serving meals to the homeless in Washington D.C. During the week, students lived and worked hand-in-hand with grass-roots community organizers and members.

Before the week, students watched films and read articles on the community and issued involved with the community. Students discuss general issues of poverty, hunger, and site-specific issues of immigration, homelessness, and underdevelopment. The student organizers know from experience that culturally sensitive and aware students make the best volunteers.

After Spring Break, students share experiences with the Vanderbilt community and the Nashville community through media and through reorientation meetings and seminars. Talking about the experiences on a site allows students to channel frustrations and concerns about community problems they encountered. Educating oneself and one's peers through service and community interaction is a primary goal of Alternative Spring Break.

I volunteered as a team leader for the 1988 South Dakota Cheyenne River Reservation Project because of my interest in Native American issues and my background education in anthropology. I organized the trip's finances, transportation, orientation, and reentry programs. Later in the year, I became co-chair of the Alternative Spring Break Program. I am committed to providing an Alternative Spring Break growth experience to every student who applies. Unfortunately, because we are a student-run program, we currently have to turn down as many students as we accept.

This past spring break, I co-led the group that worked with Guatemalan political refugees in Indiantown, Florida. I taught English, registered farm workers for citizenship and learned about Mayan culture. From my own experiences on the sites, I have learned that education and service complement and enhance one's personal development. I have learned that community members have so much to offer in terms of real life knowledge, while I have to offer only textbook knowledge. From my organizational experience in Alternative Spring Break, I have learned that volunteers must also combine education and service to be effective in a new cultural environment. I believe that students must learn as much about the community and people in the community to succeed. Just as community service enhances education, education enhances community service.

Senator SASSER. Thank you very much, Margaret. Before getting into questions to our panelist/high schoolers and one Vanderbilt college student here, we will hear from our adult panel. We will start with Ms. Solomon.

TESTIMONY OF CAROLYN SOLOMON, GUIDANCE COUNSELOR, HUME-FOGG ACADEMIC HIGH SCHOOL, NASHVILLE, TN

Ms. SOLOMON. I was going to start with an overview of my experience at school with the students that volunteer. Many area high school students volunteer their services if they are asked or have the opportunity to serve. The club program sponsored by the school is the area where most of our students first become involved in volunteer service. The interesting point is that the service clubs, for example, Red Cross, Civitan, Ecology, et cetera, where students volunteer their time and service, is the unselfish concern for the welfare of others are usually the largest in numbers. Our top scholars, members of the National Honor Society, are required as a part of their membership to perform hours of volunteer work as individuals and in a group setting.

The Board of Education in Nashville also has a program for students to earn out-of-school credits which include volunteer service. For 150 hours, you get one-half credit. The students realize that in the college admissions process, being a volunteer is a plus for college acceptance.

The service club programs are set up as a learning experience and the students express a feeling of being needed, and for many this is their first experience in seeing the many problems—child care, homelessness, elderly, et cetera, facing our community and the environment around them. They know these social problems are going to be major factors that they will have to deal with during their adult life and they look toward the government for help in many of these areas.

I like the idea of the incentive program, and I have looked at and changed it a little, and these are my ideas. During their high school years—I would drop the minimum age to, I would say, 16 to 24–25—during their high school years, students would volunteer on an hourly basis. These hours then would be transferred to the stipend/voucher program that would start after they graduate from high school. The high school years need to be the years of developing true altruism—not how much am I getting paid. So the high school years, you would volunteer and collect hours. After high school graduation, the option to volunteer for either a National Service or the military. A monthly stipend would be based on a formula of a certain number of hours would equal a year's service. And those high school years which you have earned in volunteer work would be counted. A voucher would be given at the end of the volunteer time to be used toward education, job training, a house payment, or other options.

I also would like to add that I think if you serve in volunteer work in certain critical areas, we would need more money for students who have an investment in their educational costs on the front end, instead of burdened with loans at the time when they are trying to establish themselves. It makes sense to me. At the present time, students feel that they have to enter the high-paying job market to establish themselves and pay off college loans. It is very difficult, as a counselor, to encourage students to enter career areas that have a true sense of altruism, which seems to be a goal of the Nation, when the pay scales in these careers are at the bottom of the ladder—teaching, child care, social work, etc. Until the country sets its priorities on improving these careers that relate to the unselfish concern for the welfare of others, it will be very difficult to encourage students to enter these areas where we have a critical shortage.

The design and the administration would be the key to the effectiveness of this program. The burden of administration could not be on the schools. It must be an outside agency that would handle the logistics.

Senator SASSER. Thank you very much, Ms. Solomon. I am going to ask you some questions about your recommendations later on. Mr. Smith.

TESTIMONY OF RONNIE H. SMITH, TEACHER, McGAVOCK HIGH SCHOOL, NASHVILLE, TN

Mr. SMITH. I would like to say at the outset of this hearing, that I fully endorse the idea of Federal Government establishing a community service program. I like the idea of this service program being one which would allow the students in their junior year of high school to participate. This would help to allow these students the opportunity to earn some money at the minimum wage level, while at the same time encourage them to work for more quality study time in high school. There are a large number of secondary students who are working while trying to attend school, and this has caused a diminishing of the overall grade point averages and school attendance. This is taking away from these students the opportunity to develop their full potential learning skills.

Recently, while having a television reporter and her cameraman in my classroom, I had a student fall asleep. I had to wake the student and inquire as to why he was asleep in class when a television crew was present. He responded that he fell asleep in class because he had to work on his part-time job the night before, and had to close and clean up. This meant, that he finished working at 1:30 a.m. in the morning. Keep in mind that he was present to catch his bus to come to school at 5:30 a.m. the same morning.

The story of students falling asleep and failing grades being repeated in high schools across the country, resulting a real loss of human potential. I would hope that this service program could look at including these students in this group of identified participants. Also, that it would encourage these students to stay in school and work toward graduation.

The Federal Service program should help to solve for some people, the puzzling problem of finding a viable place in our society. The program should offer the opportunity to learn a marketable skill or trade, so that at the end of the service period, the participant would move into the main stream of the working society as a wage earner. Thus be allowed to make a positive contribution to the local, state and national communities.

Finally, the other point that I would like to make is that this program should not be one that is mandatory but should be one that is voluntary for who wish to participate.

I find the initial idea of the National Community Service program to be an attractive and worthwhile venture to be pursued by the U.S. Congress.

Senator SASSER. Thank you very much, Mr. Smith. We turn now to Ms. Miller.

TESTIMONY OF TERESA MILLER, GUIDANCE COUNSELOR, HILLSBORO HIGH SCHOOL, NASHVILLE, TN

Ms. MILLER. As a citizen of the Volunteer State, I would be hard-pressed not to endorse volunteerism or an extension of the concept to national service. My idealism is tempered to some extent, however, by an aversion to any hint of requiring national service while calling it volunteering. Somehow these two concepts do not quite fit together. I strongly suggest that emphasis be on service, service to other people via an established agency.

As a guidance counselor in a school system which grants academic credit toward graduation from high school in at least five areas in their out-of-school credit program, I am familiar with the benefits of this service as well as the problems which occur in recruiting students and administering the program. In our school each year, there is a significant amount of volunteer work contributed by students, but most of this is accomplished under the auspices of school-based clubs or church youth groups, rather than through the programs which reward the student with academic credit. Frankly, the programs which grant academic credit seem to attract those students who are deficient in credits while espirit de corps and the true spirit of giving seem to be the motivation for the majority of the students who volunteer to perform community service. I believe when young people feel strongly about an idea or project, they match their enthusiasm with action. While much of the service currently performed by these students is of the project or special events variety, the service nonetheless is beneficial and there is a corps of students who are deeply involved in service activities.

In the future, I would hope that the idea of service could be urged in a much younger age than high school. Elementary and middle school students should be encouraged to participate in service projects and recognized locally. Opportunities for services during the summer months could be explored and increased for those students not yet old enough to hold jobs but who have great energy and considerable free time. Academic credit toward high school graduation should be encouraged, but not required. Students are already faced with increasing academic requirements, decisions for their future careers, and family responsibilities. Required service would likely build resentment rather than increase their appreciation of service to others. Surely we have learned a lesson from our past experiences with requiring military service.

How can national service be encouraged and increased? I believe that it must accomplished by selling the idea in much the same way that President Kennedy inspired a generation with the idea of the Peace Corps and by recognition at every opportunity and through the local and national media. Payment as the major incentive is not the answer. Indeed, payment may further encourage the idea of always being rewarded monetarily for everything. Surely there is a way to demonstrate the need and the personal reward for rendering service. I am not opposed to rewarding long-term service with scholarships or vouchers toward home purchases, but make this incentive be for truly outstanding performance rather than for everyone. Community service needs a new image and must be the thing to do, strongly recommended by educational institutions and employers. Let's not create another bureaucracy or system which could itself become open to abuse.

Senator SASSER. Thank you, Ms. Miller. We will now turn to Mr. Scott with his statement.

TESTIMONY OF DAVID SCOTT, SOCIAL STUDIES TEACHER, McGAVOCK HIGH SCHOOL, NASHVILLE, TN

Mr. SCOTT. Students are generally motivated to volunteer their time, resources and talents by two methods, intrinsic and extrinsic. The extrinsic motive is based on a prize, credit or a tangible reward of some type. The intrinsic method relies on appealing to students to respond to the needs of others, because it is the right thing to do and it is the humanitarian thing to do. A year ago, McGavock High School was involved in a city-wide competition with other high schools to raise food for needy families. A number of teachers offered a variety of extrinsic rewards to get their students involved. I challenged my first period class to give to the food drive because they had the ability to give and there were people who had genuine needs. These students were motivated by a spirit of selflessness and they gave over 120 pounds of food per class member. Their reward was knowing they had helped people who were in need. Those students received something that can never be taken away, feeling good about themselves.

The intrinsic motive for volunteerism is deeply rooted in the religious heritage of America. A wide range and major portion of the community services are staffed and operated by religious organizations.

Those activities range from senior citizens' programs at McKendree Manor, the Nashville Union Mission working with the homeless, to the Youth Hobby Shop tutoring inner-city youths. These programs are based on the Judea-Christian belief that people have a responsibility to help those who are in need.

To be successful, any national program of volunteerism needs to include the resources and commitment that is already striving to meet not only the physical needs but the emotional needs of those who have been left out of the mainstream of society.

Senator SASSER. Thank you very much, Mr. Scott. Now I want to get to what I think is going to be the most interesting part of our program. Before we get into this, let me just tell some of our panelists here from the high schools how I first came into this whole concept. I have got two children myself, one who is a sophomore in college and the other who is a senior in high school. On their own, they got involved in volunteer projects. Both of them worked in the summertime rehabilitating homes for older people in Appalachia and the eastern part of Tennessee, in Scott county and some of the counties with very low per capita income. They found this the greatest work they had ever done.

My daughter, Elizabeth, who is a senior in high school, organized a tutoring program, taking people, young people, from our church over to an area of Washington that is deprived, on a Saturday morning. They tutored young children who—many of them had no parents and lived with their grandmother or an auntie or something like that. Elizabeth told me that she learned more from those children there than she thought she had learned at school, so I became interested in young people doing volunteer work from watching my own children and seeing their reactions to volunteer work. Now, with that, lets lead into it.

Let me ask our panelists over here to my right, what do you think about the concept of younger Americans of high school or college age having a responsibility to give more of themselves to better their community or their state or their country? Is that a valid observation or is that just kind of a hokey statement by some old fellow who does not know what he is talking about? How do you respond to that?

Mr. BURTON. My response to that is the fact that in today's society, we are seen as the me-generation. I will do this for me, for me, for me. It is good that when you do volunteer service, you are doing something for someone else, because most of the people who would be doing the volunteering today have something. These people you are volunteering for do not, not unless the people who are receiving the service get the services they need. What it takes—in my opinion, I have a better feeling inside saying that I helped someone, whether it may be a person needed to read a letter, whether it may be—you know, for some people, that is not what they enjoy. They may enjoy digging ditches. That may be what they really like. Whatever makes—not only people that need the service—but the volunteer has to—it is a good idea, because then you are getting out of the "me" and getting into helping others. It is time to get out of the "me" situation, because you are asking people here—you are telling us it is our turn to start running the country. You are asking our opinion. It is time we stop focusing on "me" and focus on the overall welfare.

Senator SASSER. What does the rest of the panel say about that? You think that young people have a responsibility to give more of themselves by volunteer work or not? Do you agree with what Nathan says?

Ms. HOWELL. We definitely have a responsibility, but getting people to work may be difficult. Ms. Miller mentioned the fact that people do it because—she mentioned the fact about people doing it because of the money. One thing that goes in conjunction with what Mr. Smith said about the student working, a lot of people may not be able to volunteer because they will need to work for money for college, because it is unbelievably expensive to go to college. If there is the money—I do not see how people can be expected to volunteer their time if they are going to have to be working and have to go to school at the same time.

Also, Ms. Miller also mentioned some things about people not having a giving heart. Those were not your exact words, but something about people not having a giving heart and not having the right attitude, and one thing I mentioned in my opening statement is people are ignoring those who make the best volunteers because they do not know they are good volunteers. I think with the attitude of this person is just doing it because he has to, it is not a good idea, because someone here who may not like to be a volunteer may end up enjoying it or may end up wanting to do it.

Senator Sasser. Let us get into some specifics now. I am going to have to make a choice and decision here in the not too distant future about whether or not we are going to have a volunteer service program in this country or a national service program, and, if we are going to have a national service program, what kind of program it is going to be. I would like to get your input as to what you think about some of the ideas that have been advanced. What is your feeling about service work full time for a year at a subsistence wage or a low wage, minimum wage, and, also, with national service work, you would receive $10,000 that would be credited toward a college education or a job training course. What is your reaction to that approach? I would like to hear from every member of the panel, because this is getting down to the meat of the coconut here.

Ms. Horn. From a college perspective, I think that it would be more meaningful, perhaps, for the student, if they had service interspersed in the summer years of college, because that way students would have their education to sort of guide them, and they would have something to reflect on as they did service. I think when they did service—I think when you said something about responsibility, a lot of times students do not feel the responsibility toward their country or to their community because they do not know about the problems and they do not know about the issues. One of the first things you become aware of in college is that there is homelessness, there is hunger, there are all of these problems with the environment. That way, I think it would enhance the education so that you have students graduating with a better education. It would also enhance the volunteer service.

Senator Sasser. But what you are saying, Margaret, is you think that we might be better off if we let them do it in the summertime and let them go to college during the regular academic school year.

Ms. Horn. That would also provide for a sort of continuity from high school to college.

Senator Sasser. What are you going to do about the young people who may not have the initial start-up expenses to go to college?

Ms. Horn. Well, I like the idea of starting these types of programs in high school as well.

Senator Sasser. That was a good idea.

Ms. Horn. You could have sort of a credit-type program where money would be advanced to start college and you could have money accumulated during high school, something like that. I just think it is really important that the students have some sort of reflection on their volunteer activity. I think it is also good for the community that they are volunteering so that they be aware of the problems in the community. I think that would be more effective.

Senator Sasser. Let me ask you one more follow-up question. You have done volunteer work in two or three locations. Were you benefited by doing service in a distant location from your home or close to your school?

Ms. **Horn**. Well, I think a lot of times when you are in a distant location it is easy to distance yourself from your problems. I have also been involved with programs in Nashville, so I can compare and contrast the two. I think when you work in an underserved community, it is a distant community to most high school students and most college students. I know if this were me, to go over to East Nashville and work, that is just as far away as South Dakota.

Senator **Sasser**. So, there is not really a geographical or cultural difference?

Ms. **Horn**. It is cultural difference.

Senator **Sasser**. Let me ask the rest of you. Nicole, what do you think about the idea about doing national service for a year and then at the end of the year receiving a stipend to help you through college?

Ms. **Glafka**. I have a problem with it being a whole year because of college, like it has been mentioned. For a student to go to college for 4 years, they would have to give up 4 or 5 years of their life before they could even go, just to pay for it. I believe that there should be a program where you could work full time in the summer. I am not sure about the geographical location. It would be up to you. But maybe part time during the school year—I think you should not just work during the summer, because you have got a majority doing it because it enhances your education, just like the education at school.

Senator **Sasser**. Let me ask this question. I am not going to make it a personal question. I am not going to ask you would you do this. I am going to put it more in terms of would your friends do this. Now, if we passed a national service program that required 1 year of service and at the end of the 1-year service you have got the stipend to go to college, could a stipend help to free up college expenses? In other words, if you went to college for 1 year and decided that you wanted to drop out for 1 year and do national service, at the end of your year of national service, you would still get the $10,000 that could be applied for your college tuition credit, sophomore, junior, senior and so on. How many of your friends do you think would take advantage of the program? Nicole, would your friends find this program attractive or would they just go on to college and forget about it?

Ms. **Glafka**. I believe they would find it quite attractive if that was the only means of their money. I believe that if there was no college loans or if they were getting help by the system, I do not believe they would have the giving heart to. I think the incentive is very necessary, unfortunately, I think maybe it is because we are coerced more into doing it than the personal satisfaction would end up being. I do not believe that because today we are the me-generation and we see things as, well, we will do it if we have to—I would guess not many of them would.

Senator **Sasser**. What about your friends, Melody? Do you think any of them would take advantage of the program similar to what I have outlined here?

Ms. **Edmonson**. I believe some of them would because all of us are trying to find college money and we are happy to take lesser costs for going to school because we cannot find the money. I believe that if there was a program, though, you could get money, such as—someone would take the advantage in order to go to the school that they prefer most.

Senator SASSER. What is your reaction to that, Heather?

Ms. HOWELL. I think taking 1 year off before you started college would truly be difficult for me, because right now I am ready to go. I am ready for the academic challenges. But I think maybe the best incentive would be after undergraduate study to go for 1 year and use the money for graduate study, like law school, like I want to go to law school and I do not know if after 4 years of college I am going to be ready or that I am going to be ready to go straight into law school, whether I am going to have the money or what. In taking 1 year off, maybe that would help me and I also think that if I went right after high school before—what you mentioned about how when you are in college you really understand more of the problems and things of the world. I think if you went after high school and you came back to college, you have other things on your mind that other people do not understand at that time and it may isolate you.

Senator SASSER. Let me just give you some criticisms that have been made. The concept of national service and the concept of doing service for 1 year and then getting an award at the end of it, some say, well, this is not going to work, because offering a reward for volunteer service means that the service is no longer voluntary. The middle class kids and the kids that come from the richer families, they are going to go to college and are not going to be interested in this national service. What is going to happen here is just the youngsters, the high school graduates from the lower economic group, that is, those who are less fortunate economically, they will be the ones that take advantage of the program, and one of the reasons for wanting a program like this is to kind of mix up all of the elements of society.

In other words, we get into a situation now where some young people go to high school with people who are just like them, and they go into college with people who are just like them. When they get out in the business world and become lawyers or stockbrokers or what not, day to day they interact with people who are just like them. They do not really have any appreciation or understanding of what is going on with the majority of the people in the country who have problems that are dissimilar from theirs.

Now, people in my generation and maybe Mr. Scott's generation, we had the draft. They drafted us in the Army and the military, and that was the mixing pot. We learned the differences between people. What I am driving at is they do not want to come up with a program that just attracts the young people who cannot afford to go to college. To get the college stipend, we would like to have a program that will attract all sectors of our society. What do you think? Are we going to have a program that most upper income youngsters or middle income youngsters ignore. The upper income kids will go into college and we will just end up with the youngsters from low income groups taking advantage of national service? What do you say about that? What is the criticism of it?

Ms. HOWELL. I do not think you should not try because of what you think might happen. You could go ahead and try it and maybe the students from the lower economic groups may be the ones that do it and the ones that are in the higher economic groups may not do it at all, but I do not think you should eliminate it because of that one possibility. Also, I think that you should not—that the volunteer service should not be used like that to try to break up economic barriers, because there is a lot of them. You should not say that we are not going to do it because we are not going to have any rich people that are going to do it, just because of that, to not give other people the opportunity to serve. It is not fair to people needing help to say we are not going to have this program because we do not want just the rich people in it.

Senator SASSER. Nathan, what do you think about it? Will we just end up getting folks or students from lower income groups? Do you think this is the only way to get to college or what?

Mr. BURTON. First of all, you have to look at the fact that not everyone who will be doing service will be going to college, so, therefore, you have to also look at during high school. After high school is when your parents say you are under our umbrella now and that everything is crowded away from you. You just know what is taught here. It is book knowledge, but you cannot apply it that well. When you get out, you learn the real facts of life. You learn that this is the way it is. You learn that there is all these problems, and you kind of learn the feel of them. If you say, well, this is for people that do not want to do it. See, it is kind of like a fad. It is kind of like a Friday night. What are you going to do? Well, this person is going over here. Well, let us all go somewhere. This will be sort of a fad. Maybe if you can get started at the lower incomes and say let us get into national service, some of these other people will say, well, we are getting left out, because they are seeing the satisfaction they get. I do not think some people will naturally get the satisfaction of the money they get. Hopefully, the majority of the people will get the satisfaction out of the service they are giving so that the people that receive the service are going to be satisfied. It is like a chain reaction type of thing.

Senator SASSER. Does anybody else want to add to that? Let us just count a little vote here. Now, let us say that the members of this audience are U.S. Senators and you are going to be on the floor of the Senate and you are going to have to vote yes or no. You cannot vote maybe. I have wanted to vote that way a lot of times, but they just will not accept a maybe vote. You have got to vote yes or no. The question that is presented to you is this. Should we have a national service program for young people between the ages of 18 and 25 years that will give these young people the opportunity to volunteer, one, for the military and they would serve for a period of 2 years at which time they would get $15,000 to be used to defray college expenses, or they can volunteer for the national service corps for one year. At the end of that 1-year period, they would receive a college bonus of $10,000. Also included in this program would be a phasing out of student loans. Now, if you were faced with that vote, I am going to ask you how many of you would vote in favor of that legislation. If you vote in favor, raise your hand. [Hands raised.]

All right. Now, how many would vote no on that legislation? [Hands raised.]

All right. What would you say, Mr. Scott? We have got a slight majority in favor?

Mr. **Scott**. I do not know. It is pretty tight.

Senator **Sasser**. Pretty tight. All right. Let us cast the vote again. Say we have got another bill. In this bill we offer a volunteer service and a national service corps for 1 year. If you serve in that national service corps at the end of 1 year, you can get $10,000 applied to college tuition or to a trade school or to be applied to a home mortgage. This would be open to young people 18 to 25 years of age. Now, in this legislation, you do not phase out student loans. In this legislation, we do not make them military. They volunteer for alternative duty, if you wish. How many would vote in favor of this national service? [Hands raised.]

How many would vote in opposition to it? [Hands raised.]

I think we have got an overwhelming majority. I think where we also have a majority is where we phased out the student loans, is that right? That is what I figured.

Let me ask our audience another question. Let us say the legislation that you just voted for overwhelmingly passes the Senate, it passes the House of Representatives, President Bush has it over at the White House for the bill signing ceremony and signs the bill into law in front of the television cameras. How many of you think that your friends—I am not asking whether you would—how many of you think that you have friends who would then take advantage of the volunteer national service corps and join? How many think their friends would? [Hands raised.]

How many think their friends would not? [Hands raised.]

Well, I would say that is about equally divided and I would say that you would get a substantial amount of people that might take advantage of it. This is a fair sampling here.

Let us turn to our adult panel here and see what they might have to say. I made some notes and let us see if I can find them. Ms. Solomon and I think Ms. Miller also mentioned several interesting ideas in your statements. One that I found the most interesting, I think Mr. Smith may have touched on this also, was the part on the students who begin their service in high school. Ms. Solomon, would you elaborate on that just a moment and tell us how you think that might work? In other words, how could they construct it? I think it is a good idea, but how can we construct the program if we carried that out?

Ms. **Solomon**. I guess in my own thoughts, I was looking more at hours than years. In other words, they do not have to work the volunteer for 365 days straight to get 1 year. I saw the beginning of this bill that they were trying to get away from the me-generation and trying to get back. So I thought in high school is where the time should begin when they started the volunteer work, and I get the feeling that a good thing to do would be hours. They would not be getting paid as much, but if they had time to give and then they started—that is why I said like at 16 about sophomore year or so, maybe even freshman, that they could start getting their hours. There is no way that it is possible by the end of their senior year in high school they could have enough hours to equal the year of work. So when they went out and they did that for a summer, they would really have their year over with. I saw it more as the kids that really wanted to get into it, then start into college especially and not postpone, that they would have this opportunity to do it by hours instead of saying where they have to give a year.

Senator SASSER. I think that is a good idea. Let me play the devil's advocate. You have got the problem of keeping up with the hours and you have got the bureaucracy that is going to have to—you cannot do anything in government without a bureaucracy, as you know. You would have to have a bureaucracy to try to carry out and maybe work it. Let me just ask this follow-up question and see how the rest of the panel thinks.

Ms. SOLOMON. I was just going to say it does—for the outside of school for credit, the agencies where the students volunteer are responsible for letting us know and turning back the hours that they get the credit for. You know, it has worked that way.

Senator SASSER. We are at a time in our national government where we are trying to save as much money as possible. We have got a budget deficit and fiscal austerity. So what we are talking about here is going to cost money. The one way to finance it might be to phase out the student loan program or to phase down the availability of student loan programs based on the amount of student loans that might be available. Now, would this panel think this would be an attractive alternative? In other words, rather than having student loans as readily available as they are at the present time, the students in high school would have to do a substantial amount or a minimal amount of community service work and earn credits as they go that they could turn in for federal funds to help defray their college costs. Am I making myself clear? What do you think about that? Who wants to tackle that?

Ms. MILLER. I think it might be a good idea. I think you would have difficulty convincing high school students that they need to do that early enough to acquire the credits to do so. Students are not really going to become that involved and know exactly how much it is going to cost until they are in their senior year. To many of them, that offer does not come until that time of year when they have a choice of, say, five colleges and kids do not do it. A natural situation a family faces are financial aid packages being offered at each college and they have to make a choice. So I am not sure that students could earn enough credits beforehand to really make an impact there. I think the program they get in college, and then when they realize how much it would cost them, you would make an impact there. But you would have to have a loan so in their sophomore or their junior year, they get into the financial facts of life

I have difficulty with students taking 1 year off between high school and college because I think too often that if they leave the education scene, it is pretty difficult to get back into it and I would really be opposed to that particular idea. I think that as you can see from Margaret Horn who is putting all this on to you for working in college is there they really do begin to understand what service is all about and their horizon of understanding. They have more contact with different people in college than they do in high school. They are not as protected. They are on their own. I think it will really make an impact at the college level more so than high school, but I would not want to see the high school students eliminated because a lot of volunteer work goes on in high schools already. Somehow that needs to be rewarded.

Mr. **Scott**. A couple of things have been brought up about the volunteerism and the timing. I think maybe one of the things that have been focused on primarily is the college student. I think this has been the major focus of the idea of a voucher in college. But I think in whatever the programs, it has to be broad enough and flexible enough to meet the needs of a wide variety of people who come from a wide variety of circumstances, both financially and otherwise, in terms of what their career goals are and what their education goals are.

I think offering some incentive to high school students would be a very viable option for some students. I think with some students, a year between high school and college might be a viable option, but another option that certainly might be considered is the medical field where students from low-income families have had their medical school financed by government funds in return for those medical students agreeing to work in Appalachia or other deprived areas for a certain time after they were out of school. I think one thing that might be considered is the idea of a contractual commitment on the part of the college student to receive funds on the front end to pursue their education to gain the maturity, gain job skills and experiences, and then the possibility of doing service after college for a year when their skill levels are greatly enhanced, as well as their ability to serve and provide more technical and more sophisticated services.

So I think that if you look at a wide variety of options, it would make the program work. I think one other thing that might help sell the program is from the bureaucratic end of it. You know, we talk about the young people volunteering their time. Well, what would be wrong with staffing the bureaucratic end of it or the administrative end of the program with volunteers from the corporate and government community? USA Today last week, I think, had a list of the top paid executives and some of these executives were making $30 and $40 million dollars a year. I think a man in that position, he might be able to afford to give a year's time to help administer something like this. You know, if the older generation sets an example of volunteers who say, "Hey, this is the attitude that you need to have," and at the same time we demonstrate that same selflessness, I think it sounds a whole lot better.

Senator **Sasser**. Thank you. We want to reserve some time here to get some questions and observations from the audience. I might say that this whole thing has been very helpful to me. But before we turn to that, I want to ask Mr. Smith one question. He made the observation a moment ago about a student falling asleep in class because the student had to work until 1:30 in the morning and then catch the bus at 5:30 to come to school. The point I think you were making, if I understood you correctly, Mr. Smith, is providing some sort of service, work, jobs for students in high school. Is that the point you were making?

Mr. **Smith**. No, the point I was trying to make there was that we are losing quite a few of our students in terms of their development, developing their potential, because they are assuming these part-time jobs and are working full time hours and you do not see that many hours in a day in order to work full time and then come to school and be as good as you should be and develop in the manner in which you should. So this program could possibly be a substitution for those students who feel the need that they must work for whatever reason. A lot of them work for cars in order to pay for their cars.

We have a lot of students who are working for their college education. A lot of students are working to help support their family. Those in the latter two categories, this program could possibly be on the front end an enticement that if you come to school and maintain good grades, you have good attendance, that we will give you credit or we will give you money on the front end and at the end of it you will continue on in your servicing while you learn a marketable skill or you are getting some kind of a marketable item that you can use to go on into the job world. That is at places and there are no long-term employment there for families—you know, when you start talking about sheltering, housing, cars and those kinds of things—that was my intent, to start looking at problems to be a supplement to.

Let me digress to go on to another point. I would not like to see the program be an either/or as far as college tuition is concerned or college grants are concerned. You are going to cut out a substantial number of students who will not feel the need to be in the volunteer service but who do need the grant, who do need the assistance to go to college. I think there should be an addition to—right now, we are in a crisis in this country, as you said, in terms of monetary and budgetary situation, but we also need to recognize we are in a crisis as far as the educational development of the people of this country. We could educate a substantial number of people who would come up with a lot more technical things that enhance the livelihood the United States. That is why I say I do not want to see an either/or. This would be to enhance the situation.

Senator SASSER. All right. Thank you very much. Now, let us hear from our audience. We have some folks out there that have some questions and statements this morning. Who wants to go first? Don't everybody go up to the microphone at one time. All right.

AUDIENCE MEMBER. My name is William Brock. I have something to say about working in school. I come to school 42 hours a week and I work 40-plus hours a week. I get out of work at midnight or past midnight every night and my grades now are better than they were when I did not have a job. I need the money and I cannot afford for any law to pass that says that I cannot work past 9 o'clock. Also, I really do not want to be involved in a service project that pays me to make a good grade. If I want to get good grades, I will get them on my own. I am not going to ask anyone to pay me for it.

What I am saying is, I am a fellow making good money. It is not the best job, but I am making money, I am getting grades, I am going to pass, I am going to graduate next year. I am not going to college. I will tell you that right now. I am not going to go to college. As for the service projects, if I am going to do volunteer service, it is going to be because I want to do the volunteering. I do not need to have somebody give me a gift or $10,000 to help me get into college or to pay a mortgage on a house. I do not need anybody to pay me to do volunteer service. If I am going to do volunteer services, as long as they feed me and give me a place to sleep, that is all I need. I do not consider volunteer service—a job that somebody's going to have to pay you to do it.

Senator SASSER. Let me ask you a question. Do you intend to do any volunteer service when you graduate from McGavock High School?

AUDIENCE MEMBER. I really cannot answer that right now, because I do not really know what is going to happen when I graduate. I am just kind of lost about what is going to happen. I know most seniors are like that. I know most seniors are just like, "I do not know what I am going to do after I get out of high school," or "I know I am not going to go to college." I would not mind going to a trade school, but I think that if I do volunteer work it would be for my own benefit. It would be to feel good inside. I do not think I would be doing a good job of volunteering if I knew that I was getting paid for it.

Senator SASSER. Let me ask you this question. Would you like to—in looking toward your graduation, would you like to have the option—and this does not mean you have to take it—but would you like to have the option when you graduate of considering perhaps doing volunteer work for a year under a national service program?

AUDIENCE MEMBER. Sure, if the money was not involved.

Senator SASSER. Okay. Who has got another question here today or a statement?

AUDIENCE MEMBER. Senator Sasser, my question is, at our school we have a co-op program where students come to school for like three periods and then go work for the rest of the day and get their 40 hours a week. Would you be opposed to having a program in school where they could start their junior year and come to school for three periods and then go volunteer for the rest of the day and that would give them high school credits?

Senator SASSER. He asked me if I would be opposed to it. I do not know one way or the other. In other words, I do favor the concept that has been advanced here by Ms. Solomon and others that we try to phase volunteer service work into a high school curriculum, and I think there is a lot to recommend that. I say that would be a good program. In some high school systems around the country, some sort of volunteer community service is mandatory. I do not know if I would favor a mandatory requirement. That is something that addresses itself relatively locally. For example, in Atlanta's school system they require a community service before you graduate. We had similar hearings to this one in Knoxville the day before yesterday. We learned there that Webb school is a private school that requires its students to do a certain amount of volunteer service before they graduate. That is a requirement, just like algebra or English or history or whatnot. But as to the extent of the volunteer service, whether it ought to be mandatory or not, I think that is a question that has to be answered by local people through local school boards in conjunction with local parents and local students.

Audience Member. Senator Sasser, my name is Miss Miller. I have worked in Middle Tennessee with a lot of volunteer services where they have a problem with—for people who have certain ideas of what they want to do with their lives and they may be lower income families, but they also pay for their college and they want to go into certain fields, like music or something like that. In some of those cases, the only way you can do stuff with them is to do volunteer work and then go to college. But those of us who have to work to make money to pay for rent and stuff like that while we are still in high school, what would work for us? That is not my case, but I have friends that have that case. So why couldn't a volunteer program work in all different sizes and forms of volunteer work, like someone that wants to go into radio broadcasting, volunteer for a year every day working at WKDF or something like that and still get a little bit of money to help them go to trade school?

Senator **Sasser.** Well, I suppose the answer to that would be that that kind of volunteer work, some would say, is simply a volunteer work that is to advance yourself, just your own self professionally or economically. It would be more in the business of helping pay for this sort of thing. One of the reasons given for the National Service Corps is that you will get a lot of young people who are interested in a career in broadcasting, interested in a career in music, interested in a career in automotive mechanics or interested in a career in computer sciences or something like that, to do their national service and then get the funding that would allow them to go to the professional school or a trade school that they wanted to do. You or your friends who are just into radio broadcasting, this would allow them to go to radio broadcasting school and learn that particular trade or talent or profession.

Audience Member. Well, that is volunteer work or extra hours of not getting paid for, in certain areas like that.

Senator **Sasser.** The National Volunteer Service Program would pay those who volunteer a subsistence wage, which would be translated to a minimum wage, probably. It would also provide food and housing. So it would give you food, shelter and a minimum wage, and at the end of the period, then you would get the lump sum pay you could use to advance your education or advance yourself professionally. Does that make it seem more attractive to you? Does that seem more reasonable to you?

Audience Member. It seems more reasonable.

Senator **Sasser.** Who has got the next question or statement? We want to hear what you have got to say about this.

Audience Member. Hi. My name is Michelle Smith. I go here, I am a junior, and I want to know if you are talking about this being mandatory. Are you saying that we are going to have to do this? Are you saying you are not opposed to us having to do this?

Senator **Sasser.** It would be purely voluntary. In other words, those who wish to may do it, and those who do not wish to, they do not have to.

Audience Member. Okay, because I am a volunteer and I do not get anything out of it except for the satisfaction, because I do not get paid for it. Nobody tells me how to do it, I do not get credit for it, and I work and I go to school and I volunteer without any payment. I do not like this idea of being paid to do volunteer work, because it is not volunteering if you are being paid for it. I have enough time to do volunteer work and go to school and go to work.

Senator SASSER. Well, perhaps, I think that is where people do volunteer. That is the definition, I suppose, of volunteer work. You do it without compensation. We are talking here about community service work and we are asking young people to do it for a period of 1 year. I wish we could attract people to take a year out of their lives without some sort of systems wage or some form of compensation along the way, but that might be unrealistic. But you are quite right. Volunteer work is done free of charge and these volunteers here on this panel, I am sure, do not get paid for the work that they do, although Margaret may get some sort of subsistence wage or food or housing when she works in South Dakota or some places. So, you do not have to get paid to volunteer.

AUDIENCE MEMBER. I know that, but I agree with him. I do not think you should be given—having much money for college and all this crap because we can work far longer than for minimum wage after school and in the summer and make a lot more than minimum wage. I have been volunteering for a year. I know if I—after I graduate and work for 1 year, I will make a lot more money than you all are suggesting giving for this volunteer work.

Senator SASSER. All right. Thank you. Who has got another question or statement?

Mr. BURTON. Before we get on to the next statement, I just want to say that what she said about being able to work on your own and get more money than you would get paid volunteering, that is all well and good, but it is a circuitous route. You are going back to the "me." The point is, right now we are trying to get out of the "me." The incentive, it is basically if you go to Nissan and work, they get incentives and they do work. They work to get paid. They get an incentive if they do better. If you do not want to get paid, that would be up to you. But to some people it would be better. I am not saying that I would still get the satisfaction out of it. Sometimes you will do more when you get an incentive to do more. If that is the lifestyle that she would like to do—I mean, it is your opinion, what you feel is best for you and that is what you should do. But the point we are trying to get at here is to get out of the "me" situation and get into the helping of others.

Senator SASSER. I think you are right. That is a good statement, and what we are talking about is giving people an option. If they want to get into the national service program to help others, give them the option to do that and give them a structure and a system whereby they can do it if they want to do it. At the end of it, if they want to try to use the incentive to advance themselves through college or through a job or through a trade, then they have it. Yes?

AUDIENCE MEMBER. My name is Mike Haliburton, and I kind of agree with Mrs. Solomon about the hours. I know many students volunteer for high school as candy stripers and things, and get credit for it in high school. I think you need some credit for just doing—getting paid for it. It is a deal, but here going to high school and then graduating and then going for a whole year and volunteering, you kind of lose some of your high school knowledge. I know a lot of people who after graduation say, "I am going to take

1 year off and then I will go to college." After that year has passed, they do not feel like going to college. So if you take the year out—excuse me, if you take the year out, then you might not go back to college and I think it should be an offer to volunteer, and hours should be offered to sophomores and juniors and seniors in the summertime. If they can get their hours through that, any high school credit, some type of credit for it, because it does look good for a college application or whatever. I think that should be the deal.

About a job where the high school student is working, just about the only kind of job a high school student can get is working in a fast food job and getting minimum wage because other places will not hire any high school students. It ended up one time I worked for a hotel corporation and made a fairly good sum of money, but then I came to school and during the spring break, they said why don't you go look for a job. The only people that were hiring or would hire me were fast food places, and making $3.35 an hour was not my idea. That is wasting my time when I could be doing something else. Some people ought to do that. You said the phasing out of the student loans, I do not agree with that, because many people will not be able to do the volunteer thing. If you phase out the high school loans, then who else is going to—you know, nobody else—people that are going to do it, volunteer anyway, not to be able to benefit from anything else.

Senator Sasser. Thank you very much. Now, tell me—they just handed me a note here that says that our time is up. I am going to take one more question.

Audience Member. I am in the National Honor Society. Couldn't you, like, have instead of a year have it like on your junior and senior year work part-time in a volunteer service and make it accumulate in the summers and that could accumulate to one year and then go to college after that?

Senator Sasser. Work between your junior and senior year in high school and then work between your senior—work between the senior year and the year that you go to college and accumulate your time that way?

Audience Member. Yes.

Senator Sasser. Well, that is a good suggestion. That is a good suggestion and one that we ought to think about. Let me ask the audience to vote on it. We will vote one more time. Let us say that we had an option of doing 1 year of national service and getting the incentive that has been pointed out or you had the option of doing the national service during the summers, the summer between your senior and freshmen year in college, if you are going to college, and then doing it in the summers thereafter in college. Which would you prefer? How many would prefer doing the one-year stretch all at one time? [Hands raised.]

Not many. How many would prefer to do it in the summers? That is, the summer between——[Hands raised.]

Boy, it is almost overwhelming isn't it? That makes a lot of sense.

I want to thank everyone for participating this morning and I want to thank our panel of students here. I felt they were just excellent. You had some really marvelous observations and some great suggestions. I want to thank our panel of adults here. They obviously thought a lot about this and worked it out over a period of time. The observations that you made, based on your experience, have been very, very helpful, and I want to thank the students. You have been very helpful also.

What we are trying to do and what you have helped me do today is to determine whether or not a national service package is something that is worthwhile. If it is worthwhile, to help me determine how we ought to structure a national service program so it would be most acceptable and most helpful to the young people that would be interested in doing it.

I have learned a lot from our panels today. I have learned a lot from the students and their statements and questions, and I hope you have learned just a little bit from me during this 1½ hours we have been here. Thank you very much, and I declare these proceedings closed.

[Whereupon, at 11:10 a.m. the Subcommittee adjourned, subject to the call of the Chair.]

NATIONAL VOLUNTARY SERVICE

THURSDAY, APRIL 27, 1989

U.S. SENATE,
SUBCOMMITTEE ON GENERAL SERVICES, FEDERALISM,
AND THE DISTRICT OF COLUMBIA,
COMMITTEE ON GOVERNMENTAL AFFAIRS,
Jackson, TN.

The Subcommittee met, pursuant to notice, at 10 a.m., at Jackson Central Merry High School, Allen Avenue, Jackson, TN, Hon. Jim Sasser (Chairman of the Subcommittee) presiding.

Present: Senator Sasser.

INTRODUCTION BY TOMMY ALLEN, SUPERINTENDENT, MADISON COUNTY SCHOOL SYSTEM

Mr. ALLEN. Today we want to welcome you to Jackson Central Merry and to Jackson, Tennessee, for our visitors out of the city. We are delighted this morning to have Senator Jim Sasser come and hold a Senate hearing on some legislation that is very important to young people and to the education process of this country.

I think all of you probably know Senator Sasser. He is our senior Senator of the State of Tennessee. He is the Chairman of the Senate Budget Committee, which is a very, very powerful committee in Washington. He went to school in Jackson, Tennessee, at one time, as well as Union City, Selmer, and all over West Tennessee as he was growing up. He graduated from Hillsboro High School in Nashville, attended the University of Tennessee, received his law degree from Vanderbilt University, practiced law in Nashville, and then in 1976 was elected to the U.S. Senate.

Senator, it is a pleasure to have your talents.

OPENING STATEMENT OF SENATOR SASSER

Senator SASSER. Well, thank you very much, Superintendent Tommy Allen. It is great of you to come over here and introduce me to this group of students and to this fine panel of students on my right and to the fine panel of adults on my left. When I came in, the audience was kind enough to applaud and I just commented to Superintendent Allen: "Let's do not get the big head because they are applauding. I suspect they are applauding because they are not in class this morning." In any case, it is a pleasure to be here.

Let me tell you why I am here this morning. There has been a lot of discussion in Washington and a lot of discussion across the country about the concept of developing a national service corps for young people, a national service corps that would allow young people when they graduate from high school, or really just to allow young people between the ages of 18 and 25 to go into a national service organization that would be supervised by the Federal Government for a term of one year. Some have proposed an option to allow them to renew their 1-year term for a second year if they wish to do so.

There have been a number of proposals as to how the whole thing would be handled. One proposal that seems to be gathering momentum is that the young people would be paid a subsistence wage for their service, their national service, for about 1 year. At the end of their national service they would be given vouchers worth $10,000 that could be used to pay college tuition or to pay their tuition at a trade school or professional school, if they wish to pursue that route.

You say, "Why are we interested in doing this?" Well, there has been a sense that we have not offered young people the opportunity to be of service to their country and to be of service to their communities in the last few years. In the 1930s, long before you were born, there was an organization called the Civilian Conservation Corps [C.C.C.]. If your mothers and dads do not remember it, your grandmothers and grandfathers certainly will. Three or 4 million people over a period of years joined the C.C.C. and they built national parks and they helped to construct buildings across the land, that is, public buildings. They did an enormous amount of constructive work for the country while they were being paid. These young people in the 1930s could not find jobs and that is what triggered the program.

Then in 1961 a young President asked the country: "Ask not what your country can do for you. Ask what you can do for your country." That young President was John Fitzgerald Kennedy. Following his statement, we had a Peace Corps, which is still in existence, that allowed young people to go to distant lands to help people or countries that needed help, and there was a domestic volunteer formed at that time. The sense is that we need to have a rededication and a new national understanding of the need to be in service to our country and be in service to our community.

Recently a poll was done in the State of California of high school students there and they were asked what was the most important thing to them. They responded the most important thing was to make a lot of money. One of the least important things for these high school students was to have a meaningful life and to know what life was all about. That was in California. I think Tennessee high school students are different. We have a tradition here in Tennessee of volunteerism. We are called the Tennessee Volunteers. We are the Volunteer State, and we believe in helping other people and we get a great deal of satisfaction out of doing that.

There are a lot of proposals about how this national service should come about. Senator Sam Nunn of Georgia has got one bill that he has introduced. A number of other Senators and Congressmen have their own ideas. President Bush has indicated that he is intrigued by the idea of a national service organization and the Administration will have their own addition in that regard.

I am here in Jackson today to find out what young people really think about this whole concept, to find out if they think it is something that is worthwhile, to determine whether or not they think it is something that their National Government really ought to do, and, if it is done, whether or not they or their friends would be interested in serving in the national service corps. To that end, we have got a panel of young people here, who I will introduce.

Before doing so, let me say that this is really an official hearing of the Government Affairs Committee of the U.S. Senate. I am Chairman of a Subcommittee of that Government Affairs Committee entitled the Subcommittee on Federalism. That is the auspices under which these hearings will be held. This lady down front here is a court reporter and she will record everything that is said and will be placed into the record and it will be read by staff members of the Senate in Washington and by Senators who are interested in what young people across the State of Tennessee have to say about a volunteer service program or whether or not we should have one.

Let me introduce our panel here and then we will hear their statements immediately afterwards. Our first panelist from Jackson Central Merry is Chris Anderson, captain of the football team and who works with volunteer legal services in the Mock Trial Team.

From North Side High School we have Victoria Stoltz, who is a Salutorian. She has been active in Girls State. She also is on the Mock Trial Team and she is going to Memphis State University on a full scholarship, I understand. Congratulations, Victoria.

From South Side, we have Laureen Sadler. Laureen is fourth in her class and she is active in the Girl Scouts, Pep Club and Math Club.

We also have Chuck Kincade, a senior from Jackson Christian School. He is the President of the Student Council. He is President of the Just Say No organization, and he is also active on the football team.

From West High, we have last, but certainly not least, Hershel Kirk who is the first in academics in the junior class there, a member of the Student Council. He is also athletically inclined. He is on both the football team and the baseball team.

I want to welcome our panelists, and, before turning to them, let me introduce our adult panel. We have Ms. Juanita Canada from the Southwest Human Resources Agency. She is active there in the Nutrition Program.

Mr. Edwin Hays, the Executive Director of the YMCA here in Jackson—where I used to spend a lot of time as a boy, Mr. Hays.

Then we have Mr. Sam Dawson from the Southwest Human Resources Agency. Mr. Dawson is the Executive Director of that agency.

Last, Mr. Winston Henning, the Chairman of the Madison County School Board. I want to welcome you, panelists, to this hearing here today.

Why don't we get underway. We will start with you, Chris. This is your home school, if I am not mistaken, is that right?

Mr. ANDERSON. Yes, sir.

Senator **Sasser**. So you are right at home, and you do not feel nervous or anxious at all. So we will start out with you and then go right down the line. Chris Anderson.

TESTIMONY OF CHRIS ANDERSON, STUDENT, JACKSON CENTRAL MERRY HIGH SCHOOL, JACKSON, TN

Mr. **Anderson**. Thank you, Senator Sasser. Community service and volunteer work is a very essential part to the American system of living. Each and every American should take pride in their country and in themselves. A volunteer is a person who gives freely of their own time to help others. The question so many young people ask is: "Why should I volunteer? People do not need my help." In the next minute or so maybe I can help answer that question.

You should volunteer because volunteer work can help other people, and, second, because when you give of your own time you will benefit yourself. I volunteered at the General Hospital for over 1½ years. I volunteered my time in the Emergency Room there. I worked an average of 20 hours a week during the school year. I will tell you that I definitely loved it. Not only did I get to help other people but I learned so much during my volunteer that one of my goals in life is to be a doctor.

You will be surprised just how much good can come out of volunteer work. We need, as the future leaders of America, to set an example for others and take an active part in our community service. Thank you.

Senator **Sasser**. Thank you very much, Chris. Victoria, we will hear from you now.

TESTIMONY OF VICTORIA STOLTZ, STUDENT, NORTH SIDE HIGH SCHOOL, JACKSON, TN

Ms. **Stoltz**. Thank you, Senator Sasser. Hello, my name is Victoria Beth Stoltz and I am a senior at North Side High School. I have been extremely involved in the activities at my school and community throughout my school career. While in high school, I participated in student government, as well as many of the school clubs. I have also been involved in many community projects due to my membership in the Beta Club, which is a service organization.

Because of my involvement in both the school and community, I have received numerous awards acknowledging my work. These awards include South Central Bell's Community Service Award, Optimist Club Youth Appreciation Award and Tennessee's Outstanding Achievement Award.

In addition to my participation in the clubs at my school, I am deeply involved in my school's Project Graduation. I volunteered my time and efforts to raise money for this worthy enterprise. Furthermore, I volunteer to help tutor other students who are having trouble in school.

As I look back on my life, I am able to pinpoint the cause of my desire to help others. When I was in fifth grade, my teacher chose me, due to my grades and personality, to tutor a group of kindergartners who were behind in class. Although this activity required sacrifices and a lot of determination on my part, the honor, pride and self-confidence I felt in tutoring these children made the job worth it. This early experience instilled in me the feeling of satisfaction a person feels from helping others. Therefore, from this opportunity I gained the desire to help others.

Maybe my reasons for volunteering are not thoroughly unselfish. In fact, I am greedy for the feeling of self-worth and the sense of accomplishment that I receive when helping someone. However, I also enjoy seeing the delight in another person when they finally understand a difficult concept or they can write an A paper for English. Volunteering allows me to use my gifts and talents productively to help someone else less fortunate than myself.

I strongly support a proposal to involve more students in the community. However, we must remember that along with getting the youth of today involved, we also want to keep them involved as adults. In order not to turn off a person's desire to help others, force and strict requirements for service should be avoided. Instead of these drastic measures, the youth should be exposed to the positive side of volunteering at an early age.

Like my own experience which left me with a desire to volunteer, children should be exposed to service projects when they are young, energetic and impressionable. At a young age, kids like to feel important and needed. These feelings can be satisfied through volunteer work and at the same time these kids can be learning how much fun volunteering can be. As these children grow older, they will carry with them the desire to get involved in their environment. This method of getting the me-generation to turn into a we-generation will have a longer lasting effect that force and strict requirements could not.

To keep the interest of these already motivated youths in the idea of volunteer work, clubs such as the Key Club and Beta Club can be useful tools. My participation in both of these clubs has led me to volunteer my time to help others. Furthermore, the incentives of scholarships and job placement can help the students who feel they cannot take time to volunteer because of money problems.

I feel strongly about this proposal. However, to get the youth of today to convert to a we-generation and to keep them in the volunteer mode, the method of provoking interest must be friendly rather than forceful. Thank you.

Senator SASSER. Thank you, Victoria. Chuck, let us hear from you and see what they think about volunteer service at Jackson Christian School.

TESTIMONY OF CHUCK KINCADE, STUDENT, JACKSON CHRISTIAN SCHOOL, JACKSON, TN

Mr. KINCADE. Thank you, Senator Sasser. First of all, I would like to say what an honor and privilege it is to be on this panel today.

My name is Chuck Kincade. I am a senior at Jackson Christian School, where I am President of the Student Council. I have also been involved in French Club, Just Say No Club, and football. I was also a member of our U.S. Academic Decathlon Team.

Since I have been at Jackson Christian, I have been able to help my community in many ways. I was Vice President of our Student

Council in my junior year and President in my senior year. One of the main projects of our Student Council is Operation Santa Clause, which includes our entire student body. In this project each class was assigned a needy family to make Christmas more special for that family. I am also on the Teen Drug Council where we plan activities to keep young people off the street and promote drug awareness among teenagers.

Operation Santa Clause has influenced me in a way that I have been made more aware of the needs of many people in my community. Being on the Student Council, I was almost required to do this, but, after it was over, I realized that helping other people is more gratifying than thinking about myself all the time.

The Drug Council, which I have also been on for 2 years, enabled me to meet several people from other schools and also help my community. I volunteered for this program because I feel that drugs are an unwanted spot on society. This council, working in cooperation with Mothers Against Drunk Drivers during the month of December, trying to get people to tie red ribbons on their outside mirror to remember those people killed in an alcohol-related accident. Since there were many representatives from different schools, I have learned that it is gratifying to see different schools work together for a common cause.

There are many reasons why I have been involved in both my school and my community, but the most important reason for me is when I am involved and do volunteer work for my community, I am a part of it. But when I do not do anything for the community in which I live, I become as a parasite benefiting from the endeavors of others.

Senator SASSER. Chuck, thank you very much. Laureen, let us hear what they think about volunteer service at South Side High School.

TESTIMONY OF LAUREEN SADLER, STUDENT, SOUTH SIDE HIGH SCHOOL, JACKSON, TN

Ms. SADLER. As a person in society, I see many possible advantages of a volunteer service program. I myself, being a Girl Scout for many years, have enjoyed participating in many activities such as helping smaller children, adopting a grandparent in a nursing home, and much more. I have known other people who, since they have worked as hospital volunteers, have really grown to become better people in many different ways. The volunteer work has offered them experience and good references for years to come. I really believe most young adults could profit from offering service to their communities.

As a young adult, however, I find it hard to say that all youth can afford to volunteer time when money is so important to them. I know that one object is to try to lessen young adults' money-mindedness, but in today's society, unlike that of years past, money seems to be an increasing factor in our everyday lives. As a senior in high school, I myself have had to seek employment on weekends to pay for things such as a class ring, senior pictures, graduation invitations and many other items that pop up along the course of the year. Quite a few parents cannot afford to purchase these items for their children, and, even though most of the items are not necessities, most young adults feel deprived not having them, so they get jobs to pay for them.

In conclusion, I feel that until money is less important to a young adult's life, volunteer work without weekly benefits would not draw the youth wanted to be drawn, so if there is any way students can receive weekly or bi-weekly monetary benefits, it would definitely add appeal to such a program. Then perhaps more would become involved. Definitely, once drawn by the monetary benefits, they would eventually realize the other benefits, such as job references, work experience, and a feeling of accomplishment knowing they have helped others.

Senator SASSER. We will hear now from Hershel Kirk, who will tell us how they feel at West High about volunteer service.

TESTIMONY OF HERSHEL KIRK, STUDENT, WEST HIGH SCHOOL, JACKSON, TN

Mr. KIRK. Thank you, Senator Sasser. There are many problems facing Americans today. Being involved in national service or some type of volunteer work, I believe the young people of America have something they can offer their country and its problems. As a citizen in such a great nation, I believe we owe our country something for what it has done for us. Our own State, Tennessee, is known as the "Volunteer State," but what are we doing in the area of national service?

I have been involved in community service work generally through my church. The youth group of my church has done volunteer work in and around our church by helping keep the grounds and making them pretty. Some have done similar types of work in the community. Some youths in my church and in my school have done volunteer work in our local hospitals and in some local nursing homes. I volunteered to help clean the church grounds because I think it is just as much my responsibility as anyone else in my church. This is just a small way I have of being a part of doing something for those who have helped and supported me in the past few years.

I believe the citizens do owe something to our community and our country in gratitude for all we have received from them. Volunteer work has made me feel like I am a part of my church and my community. I believe the youth of America need to become more active in helping others. We read and hear every day about those in need in our country, especially the homeless. We also hear about other social and environmental problems facing our Nation. I think with proper educational leadership, the youth of our country would be willing to do more community service work to help solve some of these problems.

We have something to offer our Nation, but we are rarely asked to help. Volunteer service activities can give us a way to be a part of our Nation and give us an opportunity to show that our youth want to help others. This could be part of the way we could be a part of our nation's history. Thank you.

Senator SASSER. Thank you very much, Hershel.

Before turning to our other panelists over here, let me just tell you a little story about why I became so interested in the whole concept of young people in a national service program. Victoria kind of jarred my memory a little bit with her statement.

I have two children. One is a sophomore in college and the other is my little girl—she is not little anymore—she is a senior in high school. For a number of years they began working through our church in the summer to rehabilitate houses that had become run down and decrepit for old people, elderly people, in Appalachia, principally in the eastern part of Tennessee and Scott County and some of the poorer counties up there. They seemed to take a great deal away from that experience.

My daughter, Elizabeth, organized a group of her friends to go on a Saturday morning into one of the deprived inner-city neighborhoods in Washington to tutor children who needed help. Many of these children lived with their grandmother or their auntie and they never saw their mother and some of them did not know who their father was. I asked her one day, I said, "Elizabeth, you must feel very good about teaching these children as much as you teach them." She said, "Yes, but in the final analysis I learned a lot more from them than they learned from me."

I think that is one of the real values of volunteer service. I think it really gives you a feeling of your own self worth and what one individual can do and how important one individual can be to a whole group of other people.

Having said that, why don't we start now with Ms. Canada and see what she has to tell us this morning.

TESTIMONY OF JUANITA SIKES CANADA, DIRECTOR, TITLE IIIC NUTRITION PROGRAM FOR THE ELDERLY, SOUTHWEST HUMAN RESOURCES AGENCY, HENDERSON, TN

Ms. CANADA. Thank you, Senator. I am impressed with this young panel of young people that we have here.

My name is Juanita Sikes Canada, and I am the Director of the Title III Nutrition Program for the Elderly at the Southwest Human Resource Agency located in Henderson, Tennessee. We serve more than 1,000 meals a day to older Americans in eight of the southwest district counties with a fleet of over 600 volunteers. Last year these volunteers contributed to our Congregate Meals Program and our Home Delivered Meals Program over $143,000 in in-kind services.

We have worked with students from Freed Hardeman's Sociology Department with our agency who have directed recreational activities. They have entertained, they have taught classes, they have planned menus, they have provided shopping assistance and nutrition education to our age 60-plus population. We have also worked with Union University with students as volunteers.

I would like to say a word about the Future Homemakers of America at North Side High School. They recently adopted a group of older adults at our nutrition site at McMillan Towers as foster grandparents. They have had tea parties and made home visits and took some of the residents to ball games. The program is ongoing.

These volunteers have been recruited through personal contacts with the colleges and high schools through our office. The young people loved working with the older persons and they have even planned events around their weekends and after school.

For many elderly people, their worst fear is not dying. It is living—living with the constant dread of loneliness, confusion and neglect, living to be abused physically, mentally and sometimes even by themselves, living to be taken care of or living just to be forgotten. It is enough to make a grown man cry.

Young people, sociology professors and agencies like the Southwest Human Resources Agency should be a factor in designing a volunteer concept that would make them—the youth and our agencies—realize that the amount of success that we are able to achieve through this endeavor will be in direct proportion to the effort expended in acquiring it.

As American, we were born to succeed, not to fail, to triumph, not to bow our heads in defeat. Motivation with the youth interacting with the aging through community services such as we are talking about today would mean tapping into one of Tennessee's greatest natural resources. It is people. Thank you, Senator.

Senator SASSER. Thank you, Ms. Canada. Mr. Hays.

TESTIMONY OF EDWIN HAYS, EXECUTIVE DIRECTOR, YMCA, JACKSON, TN

Mr. HAYS. Thank you, Senator. Thank you for the opportunity to be here and to share with you and the panel and the audience some thoughts on the volunteer youth service program.

Volunteer youth services should be based on the principle of unselfish giving to others, which is best developed through life experiences starting at an early age. It is important for these experiences to be incremental in nature and voluntary rather than required.

The volunteer non-profit agencies here in Jackson and across America have for years thrived on the ethic of service through commitments of many hundreds and thousands of volunteers. We represent an enormous existing resource to support the youth services program. A comprehensive voluntary national services program should be designed to maintain this healthy example of diversity and work in a complementary fashion to strengthen and expand on this base.

The components of a national youth services program will hopefully include a variety of part-time and full-time opportunities to help young people develop a service ethic. It will include school-based youth services activities for K through 12th grade, have a campus-based higher education student services program, a national service corps for non- school 18- to 24-year-olds, and community-based service activities organized with and through existing philanthropic, nonprofit and religious organizations.

The quality of service will be critical, both to those who are the object of service and to those providing the service. The chance of victimizing those served will be ever-present and must be guarded against.

Essential elements of a national community-based program will include encouraging existing and new programs organized in local communities, involving children and young people with progressively more sophisticated opportunities and learning experiences, meeting real community needs, emphasizing youth services as a component of existing programs for youth as well as developing free-standing service programs, and developing a national system of recognition and a national media campaign promoting the importance of youth services.

It must be remembered the idea of free choice can be undermined if large-scale government programs are implemented in ways that compete with or overshadow what the philanthropic, nonprofit and religious sectors can accomplish. If education for civic responsibility is the aim of a volunteer national services program, then the program must demonstrate that service is the highest calling of human life.

Senator SASSER. Thank you, Mr. Hays. Mr. Dawson.

TESTIMONY OF SAM DAWSON, EXECUTIVE DIRECTOR, SOUTHWEST HUMAN RESOURCES AGENCY, HENDERSON, TN

Mr. DAWSON. Thank you, Senator. For Juanita and me to be here, I think it attributes a great deal to the fact that the community recognizes our utilization of volunteers in our service delivery.

I am the Executive Director of the Southwest Human Resources Agency located in Henderson, Tennessee. The agency serves the general social services needs of low-income families, senior citizens, handicapped individuals and provides transportation services to the general public. Our agency utilizes volunteers in several programs in carrying out our service delivery mission. These programs include transportation, weatherization, emergency services, temporary emergency food assistance program, and, as Juanita stated, nutrition.

Youth groups are utilized to rehabilitate and weatherize homes of the lower income in the region. During July 1988, the Southwest Human Resources Agency utilized 387 young adults from 22 States across our Nation to operate a group work camp in Brownsville. These young individuals paid for their transportation to and from the camp. They paid for their food, and they provided funds for us to purchase a portion of the materials that were needed to improve these homes. These volunteer camps are scheduled for July 1989 in Hardeman County and in July 1990 in Madison County. Four hundred forty young adults 16 to 21 from across our Nation have volunteered to work in Bolivar and surrounding Hardeman County this summer.

The Southwest Human Resources Agency has frequently utilized high school and college age youths in its commodities program and to work in the local community services centers as intake workers to assist clients. Many of these individuals have been assigned community service work via Juvenile Court actions.

The agency could recruit and utilize significant numbers of young adult volunteers. To take this action would require a two-pronged attack on the available resources. The first group to be recruited, upper middle class with a motivation of service to the community and assistance of future college costs as one of the carrots in your National Service Background.

The second group and the group you need to pay most attention to would require an additional motivator. This group would be made up of entirely low-income family members who would need a stipend motivator to get them active in the program. They have current needs that are much greater than a "carrot on a stick" such as help with college tuition. The group would be aided by both the stipend and projected college assistance. Volunteerism for this group is not a learned trait as it is many times in the middle-income neighborhoods where parents are socially active in meeting area needs.

We should be careful in attempting to establish a national service program that would not attract youths from both groups in equal numbers. Failure to recognize the needs and attitudes of both groups will result in recruitment of only one part of our society and alienation of groups against the proposed program.

Motivation aspects of the programs must be viewed as the primary measure that will allow the successful implementation of a youth volunteer program on the national scale. Lessons learned in administration of our Job Training Partnership Program can be most helpful in initial planning. Program administration will be very important if this program is to be successful and not be looked on as another welfare attempt. Thank you, Senator.

Senator **SASSER**. Thank you very much, Sam. We will turn now to Mr. Henning for his statement.

TESTIMONY OF WINSTON HENNING, CHAIRMAN, MADISON COUNTY SCHOOL BOARD

Mr. **HENNING**. Thank you, Senator Sasser. I am Mr. Henning. I am Chairman of the Madison County School Board. Professionally, I am Director of the Housing in the Jackson Housing Corps. I was actually to talk today about the volunteer efforts of the Madison County School System, but, as you can see, the students have done probably a better job than I can.

I will make this statement. As you can see, the volunteer service activities undertaken by the Madison County high school students are of an individual effort. The students' voluntary activities consist of Candy Stripers in local hospitals, entertaining senior citizens in local centers, tutoring remedial students by other more advanced students as they prepare for State proficiency examinations, and the formation of Just Say No clubs to perform at the elementary school level alerting young students of the danger of drugs in our society. These are but a few of the volunteer activities that are performed by Madison County high school students.

A local plan similar to those that exist in California and New York do not exist in Madison County at the present time. Our students do not receive additional school credits or monetary compensation for their efforts. The only compensation received by these students is the joy of helping someone else less fortunate than themselves. The possibility of receiving additional school credit or allowing the students to substitute their volunteer for an elective credit would probably attract additional students to this effort. Compensating students on a monetary basis for after-school participation could also be used as an incentive for students to do community service-oriented activities. It may be possible to substitute these activities for full-time or part-time jobs.

The merits of the national service program has both positive and negative connotations. The positive aspect of this idea is that it would allow graduates who are unsure of their plans for the future to perform a valuable service for their country, serve their fellow man, travel, and receive monetary compensation for their efforts. A negative aspect of this program is the idea of requiring a graduate to perform community activities or get into a national service program for a certain period of time before they can receive aid or grants.

In conclusion, if such a program is ever established on a national level, it should be designed for volunteers who have the desire to serve rather than making it mandatory that they enroll before receiving educational benefits. Thank you, Senator.

Senator SASSER. Thank you, Mr. Henning.

Well, now, let me ask some questions here. We have come here to see if we could not develop some information. Let me just address some questions here to our high school panelists and see how they will react to them. You have detailed very well, those of you on the panel, the volunteer work that you have done and the satisfaction that you get from doing it and told us why you did it.

I want to ask you how you react to a national service program administered by the Federal Government which would give young people an incentive to come into the national service for 1 year. At the end of that time, after receiving a subsistence wage—at the end of that time receiving $10,000 in college vouchers or trade school or professional school vouchers. What do you think about that? Do you think that is a worthwhile program? Should we do that or not? I am asking you because we are trying to decide what we are going to do in Washington about it. Who wants to take a crack at that one?

Victoria, you have been nominated.

Ms. STOLTZ. I believe this is a very good proposal. I agree that we do need to get the students involved in their environment and in the community. However, to force or to have strict requirements, as was stated over there and I stated before, would not work, because I know that when I am made to do something, I do something opposite of what I am being told or I do it and then later on I never want to do it again. If you want to get the students involved and keep them involved as they become adults, you need to evoke a sense of desire to do it. You need to motivate them so that they want to do it as something fun, something that they will continue to do through their adult lives. I believe that incentives such as scholarships would work; however, you also have that other element who are not going to school who need to start work right away, and scholarships will not mean anything to them. They need jobs. They need money now. They do not want to go to school or whatever. In order to get that group of people, you have to make incentives for them as well.

Senator SASSER. Now, understand this would be a voluntary program. Nobody would be compelled to do it. Young people would have the option of entering the program if they wanted to. If they did not want to, they did not have to. The young person would also be paid a wage. It would not be a high wage. It would be what they call a subsistence wage. You would also furnish housing and food, if the young person was moved to a location away from their home, for example, if they were sent to Oregon to work in one of the national parks, to rebuild a trail there, for example, then they would be housed, given food, given a subsistence wage, and then at the end of their term of service they would be entitled to the voucher for education, or, as has been proposed, funds could be used up to $10,000 for the down payment on a home. They would not be able to get funds to go out and buy a new Pontiac Grand Am or some other automobile, but they could under some proposals get funding up to $10,000 to make a down payment on a home.

Now, does that make the program any more appealing to you, the fact that—when you understand they would get a subsistence wage? First, let me just ask that question. Does that make it more appealing to you?

Mr. **Kirk**. Yes, it would. I think it would. But what she pointed out, I think that if it was a requirement I do not think it would have the same effect on the student. But if it was a requirement and some students were involved in it forcibly, and then when they finally got the time to associate with people and the opportunity that they went through, maybe it will make them a better person in the future, and after a time they would want to volunteer their time and be—and help other people in the future.

Senator **Sasser**. Well, the idea behind it, Hershel, is that many people, young people, when they graduate from high school, they are really not sure what they want to do, and this would give them 1 year to perhaps think about that and also 1 year to maybe develop some better work habits, 1 year to develop perhaps some more personal discipline, if that would be helpful, and then it would give them at the end of that year's time a better option as to what they wanted to do.

They could either say, "I want to go to college," or "I do not want to do that; I want to take the funding or have access to the funding later on to perhaps make a down payment on a home," but it would all be voluntary. It would simply be an additional option. But this is not an inexpensive program, so we do not want to get involved in it if it is not going to be something that young people will look upon as something they want to do or want to take advantage of.

Let me ask our panel, and I will not personalize this—I will not say "Would you be interested," but let me ask you this question. If we had a program as I have described to you which amounted to one year's service in the national service corps, getting a subsistence wage, having your housing and food provided for, at the end of the 1 year the incentive of vouchers for further schooling or later on perhaps funding for a down payment for a home, do you think you have friends who would be interested in signing up for that program? If you do, raise your hand. [Hands raised.]

Hershel does, Victoria does, Laureen does, Chris does not and Chuck probably does not. So that means that three out of five think that some of their friends might be interested in doing it.

How can we make the program more attractive to young people? Have you got any ideas about that?

Mr. ANDERSON. The biggest flaw I see with that is you mentioned that a person living maybe in Jackson, Tennessee, might be shipped out to Utah or something to work there.

Senator SASSER. Right.

Mr. ANDERSON. I think that if it is going to be community service, civil service volunteer work—I think that these people should be allowed and should be motivated to stay in the same area where they are at. I do not think that they should have to be sent to somewhere else in the United States. I think that they are going to do their best part and their duty and their American service in Jackson, Tennessee, where they are living at, if that should be the case. I think that the biggest drawback is having to move. I think that the incentives are great. I think that it provides a very good scholarship incentive, but I think—the reason why I do not think some of my friends would like to do that is because, say, if they did not want—if they did not know what they were going to do in college or they did not know what they wanted to do with their life. I do not think they are going to make up their mind in Utah. I think they need to stay in Jackson.

Senator SASSER. Well, that is a good suggestion and that is one that may very well be incorporated into the final legislation that is passed. Who has got another suggestion about how to make it more attractive? Anybody got anymore ideas?

Mr. KINCADE. If someone volunteers for, say, 2 years, would they get $20,000 or would this be a one-time thing?

Senator SASSER. Well, now, the thought has been advanced that if you volunteered for a year there would be a $10,000 incentive. If you volunteered for 2 years there would be a $15,000 incentive. Now, this is just something that has been discussed. Do you think that would make it more attractive?

Mr. KINCADE. I do not know about that, but where would the money come from? We are already in debt, where would the money come from to fund all these programs?

Senator SASSER. One of the proposals that has been advanced is that the Student Loan Program be curtailed or phased out over a period of time and that this could be a partial substitute for the Student Loan Program. Another way that it would be paid for—it has been calculated that 3.5 million could be put to work doing service jobs in the country that need to be done. There is a Civilian Conservation Corps in California run by the California State Government, and it is made up of young people between the ages of 18 and 24 or 25. They do various work for the California State Government such as helping do road work, helping in the State parks in California, various and sundry jobs that the State would have to pay more for if they just went on the job market and hired someone to do it. So the thought is that this national service corps of young people could do necessary jobs for the country at a lower cost than Federal, State or local government would have to pay for the job if they went out on the open job market and hired the job to be done, so that would be another way to save. But in the final analysis it would cost some money. It would not be a significant cost in comparison to the whole Federal budget, some people say, and some calculate that the social good that would come of it would more than pay for itself in the long run.

That is one of the arguments that is made against it, Chuck, that it is costly and perhaps we ought to devote our resources to something else.

Let me ask Sam Dawson something here. Another problem that has been raised with the concept of national service is that it would attract youngsters from lower income families but that youngsters from richer families would not be interested. I think you were concerned about that. One of the reasons that many advance for a national service program is this would be a way of getting young people from all walks of life together so that they would learn from each other. So many times now we find that with school of a certain type or group of people, those that go on to college go to college with a certain type of people, they get out and work with the same type of people, and they really are kind of cut off from what might be going on in the mainstream of the country or really do not understand the problems of other people who come from different social backgrounds or different economic backgrounds or maybe even share a slightly different culture.

When I was younger, we took care of that by drafting everybody in the military. The way Sam is shaking his head, I wonder if he has had some experience with that too. We got drafted in the military, thrown into the barracks with a kid from the slums of Brooklyn, New York, along with a farm kid from Iowa, and we kind of got to know what the country was all about in those barracks, but that is not present. So the question is, how do you get youngsters to come from all walks of life as opposed to just getting youngsters who may be coming from lower income families who say, "This is an opportunity for me to go to college," or "This is an opportunity for me to get away from home," or "This is an opportunity for me to just get a job right now because I cannot find another one"?

Mr. DAWSON. Well, Senator, you know, I am a retired Marine. My first introduction to the type of thing you are talking about is when I had to go to boys camp the day I was put on the train in Little Rock to go to San Diego. We do need to make sure that we meld everyone together. One of the things—one of the motivators that I look at—as I say, I am a retired Marine and I went to college in 1978 and graduated in 1980, and I am still paying the Federal Government back, and most every young person who would come in the program would face that same situation. We do not get a free education. Today even the upper middle class family is faced with some target education costs for each child of around $25,000 to $30,000 at a minimum, even if they go to a State university. However, if they want to go to one of the private colleges, you are talking somewhere in the neighborhood of $80,000 to $100,000 for a 4-year education.

A motivator for those individuals is going to come from the family, I feel, more so than that individual person. The young person who really—like myself, who came out of the cotton fields of Arkansas, they have got to look at another way of being motivated. They need something tangible right now, but they also need to be able to look ahead and say, "I am going to have the same thing at the end of this time that this other person who is in better financial shape than I am has, but it is also going to allow me to have the food, the clothes, and the place to live that I want right now."

We have got to address it to the children, or to the young adults, and also to the families. I think the families are going to be a big motivator for these young adults because they realize the benefits of something of this nature. We have had real good success with young people and I hope we continue to have it, but I can see an awful lot of them here that would be able to provide a lot of service that could be used on the national level.

Senator SASSER. A suggestion was made yesterday in Nashville by a teacher who has been involved in community service with young people. She said: "I think you ought to try to get something started in high school. I think that you ought to try to come up with a program that would encourage young people to get involved in community service while they are in high school and let them build up credits in high school that could be applied when they graduate from high school to helping them go on to college or help them go into a trade school or help them go into some kind of professional school." Her idea was that was the way to approach it rather than having a youngster when he or she graduates from high school making the decision right then as to whether they would want to go into the national service or get a job by doing something else or try to get through school somewhere. What does our high school panel think about that suggestion? Would that be one that we ought to think about?

Mr. KIRK. I think it would be. I think it would be very effective. I think if it was to solve the problem that the lower income people were the only ones that would be interested in it, I think if it was a requirement for our students—the poor ones and the rich ones—because when they grow up they would be the business owners and the ones that control most of the country, and, if they are involved while in high school with the volunteer services, once they grow up they will be more inclined to go into the service or give to charity or other organizations. That is what I think.

Senator SASSER. What does the rest of the panel think about that?

Mr. ANDERSON. I will have to disagree. I think that when you offer students credits like this, I think that is unfair. I think—we have certain core curriculums in our high schools and our junior highs. I think if these core curriculums are going to be maintained I think volunteer work, if it is going to be volunteer, it should stay extra-curricular, outside of school. I think when you do that you are not being completely fair to those students who take the foreign languages, take all the other courses. Maybe when you offer credits for an extra-curricular activity—I do not get any credits for playing football, but you spend 30 hours a week practicing in football. You do not get any credits for that. You just get the self-satisfaction, just like you would get from volunteer work. If you are going to be a volunteer, let's keep it extra-curricular and let's not give any credits in the schools.

Senator SASSER. Well, Chris, I may have misspoken. What the teacher in Nashville was trying to say—I may not have communicated this accurately—what she was saying was that young people that volunteer to get into community service while in high school, they would not be doing it for high school credits, but the hours and the time they worked in volunteer service would allow them to build up points or credits with the volunteer service corps when they graduated from high school, so that they could try to cash those credits in to get some help on going on to college or a trade school by way of the voucher system. Does that make it sound better to you or not, or you still do not like it?

Mr. **Anderson**. Well, it sounds better when you say that, but earlier you said something and I do not think our panel was able to respond to it. You said that you were going to possibly with the college vouchers take funds from the national financial aid system.

Senator **Sasser**. That is right.

Mr. **Anderson**. Phase out some of the student loans.

Senator **Sasser**. That is one of the suggestions that has been made.

Mr. **Anderson**. In reference to that, that would take students like me who already has everything planned out, or supposedly, and you know what you want to do and you need financial aid. I am going to go to a college outside of Tennessee, so I do not get any Tennessee financial aid, and since—I will not qualify for that State's financial aid for my being there. So I need scholarship money, and, when you phase out student loans and stuff for this national service, then I think it is unduly putting an injustice to someone who already knows what they want to do.

Ms. **Stoltz**. If you do that, you take out the student loans, then you are going back to just getting one element of society. Like me—I have a full scholarship and there are other of my friends who can afford college. Well, they do not need that money so they are not going to get into the program. However, you are going to get the students who have to have the loans, who have to have the money to go to college, and they are going to be the ones who are volunteering to get that money because there is no other way to get it after you take it out of the loan fund.

Senator **Sasser**. Well, now, Victoria, let me be the devil's advocate for a moment and just kind of throw something out for conversation. Sam Dawson was talking about how he as an adult got into the student loan program and went to college, and he is still paying off the loan. Now, what many young people I think do not fully understand is that this is a loan that has to be repaid. I had a young man who went through Vanderbilt University, went through Vanderbilt Law School, who came to work for me at my staff in Washington, D.C. He could not make ends meet and creditors were calling up on the phone at the office asking why he would not pay his bills. I got him into my office and I asked him about it and the answer was this. He said: "Senator, I have got $60,000 in student loans. The burden of trying to pay off these loans and support myself is just intolerable. I cannot meet the repayment schedule on my student loans and support myself on a reasonable salary."

The point I am making is this. As proposed in this national service program, you are going to get a lump sum of funds that can be used for college that you do not have to pay back, whereas with the student loan program you are going to have to pay that back. The student loan program is a great thing, but I am going to tell you I borrowed some money to go to college one time and it was the toughest money I ever paid back in my life. It takes you forever, it seems like, to pay it back. When we put that spin on it, what do you think about it?

Ms. STOLTZ. Well, you are still not giving the credit, though, my tuition is covered with a full paid scholarship, I will not have to pay it back. See, what would be my motivation to let me go through this program? True, I would be getting the money and I would not have to pay it back, but I already have the money that I will not have to pay back. You would still be getting the group who needed the money whether they have to pay it back or not, so how do you get the group that is in my situation?

Senator SASSER. That is a good question. That is the $64,000 question. I do not have the answer to that.

Yes.

Mr. HENNING. A possibility that I thought of would be constructing the program so that a student will be able to substitute some of his work activities as a credit even in college, work it out maybe with the university. A lot of them can substitute this work for an elective, not as a major course but as an elective. That may be the incentive to attract the middle class students into this program, if you have this credit for them when they do decide to go to college.

Senator SASSER. Well, that is something that probably ought to be considered.

Did you want to say something, Mr. Dawson?

Mr. DAWSON. One other thing about that. We were talking about—if we come back to the family situation—because many of the young upper middle class do not realize the financial burden they put their parents into by going to college. Their parents are paying that loan off in many cases. They are not getting a substantial student loan or they are not going out on their own. And that is why I say a lot of the motivator for that group, for the middle income to higher income, is going to come from the infrastructure of the family, because right now the family is taking that indebtedness off the children, off of the young adults. They are going off and coming back and they are not thinking about 10 years after they are out of college their parents are still paying these loans off.

Senator SASSER. So if dad or mom thought it is going to save them $10,000 or $15,000, they might be more encouraging to young——

Mr. DAWSON. You can look at them in the eighth grade and start from there and know what they are going to do.

Senator SASSER. Let me ask the panel one more question and then I think we probably ought to open up the floor to questions from the audience.

Panelists, what do you think about this? What if we had a national service corps that people could sign up to work for in the summertime? You signed up between your senior and freshman year in college and you worked three or four summers, and, at the conclusion of 12 months total service, you get then your help for going to a trade school or what not. Make the option this way. Say, some young people, if they wish, can sign up and serve for one year straight and they can get their funding, then, their incentive at the end of it in a lump sum, if they wish to do so. Other young people, if they want to do it and continue their education and do national service on a part-time basis, they may do it, say, 2 or 3 months in the summertime until they compile 12 months' service. Does that make the program more attractive and more reasonable and do you think we would attract young people from all walks of life if we did it that way?

Ms. STOLTZ. I believe by making it part time it does make it more accessible to all students. However, is there any way that the program can be made even more part time, such as you go to the school and during the school year—I know many students while they go to college also have jobs, but instead making these jobs—do volunteer work like go to school half a day, do some volunteer work where they would be working on the campus as tutors or working in that immediate community where they could see the immediate results of their work. Furthermore, instead of being paid after 12 months' service, if they could get monthly or biweekly or whatever payment. I know the reason why they are working during school while they are going to college is because they need that money. So instead of waiting for that 12 months' service, get it on a regular basis. This way I think it would make it a lot more appealing to me if I could still continue my education while carrying out this program instead of being back or behind 1 year.

Senator SASSER. Yes.

Mr. ANDERSON. This summer as soon as I graduate I am going to go into a full time job making good money that I can have for my college education, and I am also planning on taking maybe a couple of courses at Jackson State Community College, getting those out of the way. I think that Victoria brought up a very good point. I think that a lot of this civil service—I think maybe take into consideration two phases. You can incorporate some civil service into the colleges and universities. Why can't you do that with the public colleges where instead of work/study, incorporate that into some type of civil service?

Senator SASSER. You mean community service.

Mr. ANDERSON. Right, community service. And then the other phase—I really think, in my opinion, that the entire aspect of the civil service, the national service, is aimed at the lower income families. I think Mr. Dawson brought up the point that the family is going to encourage them to take some of the load off them for the price of college. I think that instead of encouraging, I really think that our parents are going to say, "Look, kid, you are going to have to do this because I do not want to have to pay for it all." I think it is going to be more force, then, and then the students are not going to want to do it as much. That is what I have got to say.

Senator SASSER. We have let this whole thing center around college, but not everybody goes to college. Not everybody wants to go to college. Maybe from the audience we will hear from some young people that are not going to go to college but they might be interested just in national service. Let's get this straight. Any funding involved here is an incentive, but the overall goal of the program is to be a learning process for young people who at the same time would be helping and serving their country. The concept behind it ought to be service and not self-enrichment, and the incentives that are offered are just that. We hope they will be incentives and we hope they will be helpful to the young people and will be a way of the country showing its gratitude for those young people who do get in service.

Who would like to ask a question from a audience? Anybody got a question they want to ask or a statement they want to make?

All right, young lady.

Audience Member. These programs seem like it is a very good program to be involved with, but how would the Federal Government go about getting the information to the student. There is so much activities and organizations that I do not even know about. I mean, how would you go about getting it to the students, getting the information to the students, because, if we do not know about it, then how are we going to get involved in it?

Senator Sasser. Well, that is a good question. Let me emphasize that this is something that is just in the talking stage now. This is not a reality. Should this bill be passed by the Congress and signed into law by the President, it will probably get a substantial amount of publicity on television and in the newspapers, but, more importantly, there would be information, I am sure, sent very rapidly to every high school in the country, and high school counselors and high school teachers would be made fully aware of it. There would be, I am sure, bulletins posted on the bulletin board explaining it to you. If it were passed, there would be a lot of time and effort put into trying to get the information down to the young people so they would know enough about it to try to make a rational decision as to whether or not they want to be involved with it or not.

Does that answer your question?

Audience Member. Yes, thank you.

Senator Sasser. Good. Thank you.

Yes, here is one here. Why don't we just start getting people coming to the microphones. That might be best. We will take as many questions as we can. Then when we get to the end, at 11:30 we are going to have to cut it off. Yes.

Audience Member. You think the program would be for a year and we would get a subsidiary pay. How much would that be? I am a junior and I work 40 hours a week. I provide the income in my family. You're saying that this bill—I mean, you want to take me from my house for a year and then at that year I would get paid a lump sum. What about my home? I have to help my mother and stuff at home.

Senator Sasser. What this program would do, as it is presently proposed, is it would pay you what is called a subsistence wage, and that would probably be defined as the minimum wage. Then in addition you would have a food allowance and a housing allowance that you would get on a weekly or monthly basis. Whether that would be enough for you to meet your particular family responsibilities, I just do not know. But you would have to work through the year before you got to the end and got the vouchers to go to school or whatever you want to do.

Audience Member. But you said that you wanted to know how you get more people involved.

Senator Sasser. That is right.

Audience Member. Lower income families. If you do not know how to help us, how can we give you our help?

Senator SASSER. Well, this is not going to be a substitute for a full-time job. That is just the facts of it. If you have got a lot of financial obligations, if you have got a family to support, for example, I am not sure that this program would be the answer that you are looking for.

AUDIENCE MEMBER. But that is what I am saying. A lot of lower income people have this problem. You want to see us more involved. Working is part of our job.

Senator SASSER. Right.

AUDIENCE MEMBER. And you want us to help our national society.

Senator SASSER. Right.

AUDIENCE MEMBER. I just want to know how it is helping me. At the end of it you have got the $10,000 or whatever, take it and go up to a college or a house down payment. That money is already gone.

Senator SASSER. Well, as I say, this is not a proposal that people can make enough money to support a family. The concept is to take the young person who has no obligation to support anyone except themselves, to allow them to do a year of national service. The program just may not be open to everybody—it will be open to everybody but everybody might not be able to take advantage of it. That is just the facts of life.

AUDIENCE MEMBER. This is still singling out certain groups of people, this program. I mean, how can you have a program who cannot help everybody?

Senator SASSER. Well, let's just take it to it's logical conclusion. Let's say that you had a 24-year-old man who was married and had three children and a mortgage on a house and was buying a new car and he wants to sign up in the national service program but he also wants the national service program meet his financial obligations. You can see very quickly how that just—that is not what the program is designed to do. It is not designed to take the place of a full time job and it is not designed to meet a person's financial responsibilities. I am sorry, but that is just the way the program will be defined.

AUDIENCE MEMBER. But——

Senator SASSER. Let somebody else get a chance now, please. You have got a whole bunch of people behind you.

AUDIENCE MEMBER. First of all, I would like to ask, will you be able to use this college voucher or just at public colleges like UT-Knoxville, or something like that? Can I use it at Duke or something like that?

Senator SASSER. Well, my understanding is that it would be a voucher that could be used anywhere. I am sure all colleges would accept them because it would be just like cash.

AUDIENCE MEMBER. Thank you. Considering that we have only discussed this for about 1 hour, we have not been able to bring out a lot of points. The Congressmen in Washington that have seen this, what are some of the oppositions that they have toward this? I mean, that needs an honest answer. You are probably supporting it, but what do they have——

Senator SASSER. Well, we have tried to bring out some of the opposition today. Some oppose it because they think it will be so complicated the Federal Government cannot administer it. Others oppose it because they think it might be too expensive. Others oppose it because they say you are just going to attract lower income youngsters and the upper income are going to ignore it and it would just become another kind of program that does not enjoy broad, wide-based support. Those are the principal objections to it. You can figure out what those who support it are saying by some of the things I have said here today, but those are the principal objections.

Audience Member. Thank you.

I am Brad Austin from North Side High School, and I like this program and it sounds good. What I would like to know is when, if everything goes right, will this program be available?

Senator Sasser. Well, that is very hard to say, but my guess is that within the next—before the end of this year or certainly by—before the end of next year there is going to be some kind of program passed. I cannot tell you precisely what it will contain, but I think it will roughly contain what we have outlined here.

Audience Member. Thank you.

Senator Sasser. Yes.

Audience Member. First of all, I just want to say you keep saying that this program will draw lower income families. It will not. First of all, why should lower income families go into this program if they can like work at McDonald's or Shoney's or somewhere and get more money. You keep saying that they are going to come back to this program, that it is for the lower income families. It is not going to work for them. And then we say we try to get people from all walks of life. Even you said—I thought you said the richer class families and the lower class families will not go into it so we will not have people from different walks of life. I just really do not think it is a good program. It is something else to vote and everything—I would not vote for it. I just do not like the program at all. I think it is going to be a lot of wasted time and money.

Senator Sasser. A lot of people—there are a number of people in Congress that agree with you and so that is the reason it may not pass. Yes.

Audience Member. Robert Wilson, JCM. I have to disagree with the last speaker and say that I think in my opinion this program is great and that a lot of people will benefit from it. Also, I have a question. You said that the term of enlistment or sign up, whatever you want to call it, for this program would be 1 year. At the end of the 1 year, would the people be able to be involved in the program for more than a year?

Senator Sasser. One of the proposals that has been advanced is they sign up for 1 year. At the end of that 1-year term, if they wish to reenlist, so to speak, for another year, they could do so, but I think 2 years would be considered the maximum.

Audience Member. Thank you, Senator.

Senator Sasser. Yes.

Audience Member. Well, I would like to disagree with this program. It is not because of her statement, you know. I feel like we have a program like this—you said 1 year we would give to be in the national—helping our Nation, but you get free room, free board and all that. You can go in the Army for 2 years and get the same thing, money, scholarship. You get $10,000 a year which you have to put in from your paycheck, $100 and that. I forget—$9,000 and something that goes into your college fund, and then one panel said that you can go—talking about the school or see how they can arrange it—but you can go into the National Guard and spend—what?—spend 2 days serving or 2 weeks serving, and that is the same thing. You have the same program that you are talking and stuff but it is just one year less. I feel like you can save a lot of money by they going probably into the service. That is what a lot of lower income families do, go into the service, or try to go to school and support their own way. I feel that it is a waste of money.

Senator SASSER. This is an alternative for people who do not want to go into military service. In the military you run the risk of being shot at. In this program, the driving force behind it, of course, is service to the community and service to the nation, but to some extent it would be in competition with the military service for some young people. Yes.

AUDIENCE MEMBER. My name is Jeff Anderson. I go to Jackson Central Merry. I believe this program would be a very good program for the people in the community that plan on going into a higher educational setting. The only way you can get this program to work is to have kids that have the desire to work, and that is the only kind of kids that are going to be participants in this program, those who want to go to a higher education setting and those who desire to make themselves better.

Senator SASSER. Yes.

AUDIENCE MEMBER. If this program is accepted and you have numerous volunteers, how are they going to be chosen?— because we are not going to be able to pay for all of them. How are they going to be chosen?

Senator SASSER. Well, I think the concept is that any young person who wants to serve is going to be taken. There has been no—the real concern has been not that there would be too many. The real concern has been that there might not be enough. As the young lady ahead of you stated, the program would be in competition with the military service in some respects. As many of our panel have indicated here, they would not be interested unless the program was changed in such a way that they could serve in it part time. So I think in the final analysis you are not going to—anybody that wanted to serve, I think would be taken, and they would try to accommodate any young person who wanted to serve. Thank you.

AUDIENCE MEMBER. I just want to say I think the program is a good idea, but what everybody has got to understand is that it is not for people to get into to make money. It is to just help their community.

Senator SASSER. That is right.

AUDIENCE MEMBER. If people do not want to do it, they are not going to go with it. It is just for people who want to help somebody.

Senator SASSER. Right. Thank you.

AUDIENCE MEMBER. Getting back to the financial aspect of the program, you mentioned that the program is not intended just for those going to college. It is intended for anyone who wants to involve themselves.

Senator SASSER. Yes.

AUDIENCE MEMBER. But, obviously, a large percentage of those would be students that are going to go to college after this program. You mentioned how loans, government loans, can tie people down for so long and this money does not have to be repaid. But $10,000 for education today is going to be just the very—it is not going to pay for—it might pay for 1 year at a private school. Then you take out the low-interest loans and then you have all the more private loans and private banking corporations. Isn't that going to be higher interest and in effect just be the same burden as the low-interest loan for more money would be? It just strikes me as being another program that is going to cost the taxpayers a lot of money and it is going to not bring the benefits that—it will not be—it will not—the people who are paying for it are not going to see the benefits for it.

Senator SASSER. Well, that is a valid criticism. I think we just have to wait. If the program becomes a reality, we just have to wait and see if it works. The idea of the incentives, the cash incentives for young people going to college, is not that this would pay their college tuition for four years. The idea is that it would give young people at least a sort of stake so they could get started in college, get started and maybe get an outside job part time while they are going to college. Then still, if they need some loans on the side, have loans. The point is that the real purpose of the program is to involve young people in community service and let them learn something about their country and different social and economic groups in their country, and, at the end of that term, for the country to show it's gratitude by giving the young people an opportunity to get at least partial assistance in something they want to do.

AUDIENCE MEMBER. Will it be government service? Will it be helping government organizations?

Senator SASSER. We should have gotten into that and we are running out of time now. It would be service of a lot of different kinds. For example, young people, it has been suggested they could help in the hospitals, as Chris Anderson said he has helped. They could help with elderly people, I think as either Victoria or Laureen said that they had been involved with. They could be involved in helping clean up the environment of the country, that is, helping clean some of the streams and helping in soil conservation work, working in the national parks, helping repair bridges and roads, just generally cleaning up around the country. All kinds of things have been proposed and I am sure there will be many different kinds of jobs that young people could do if the program becomes a reality.

Well, before concluding, let's everybody vote here. I am going to have to vote on this program, so let's everybody imagine for a moment that you are one of the United States Senators from Tennessee. They are going to call the roll on the floor of the United States Senate on a national service program. You are going to vote yes or you are going to have to vote no. You cannot vote maybe or you cannot say it would be all right if they did such and such. You have got to make a choice yes or no.

Several AUDIENCE MEMBERS. No.

Senator **Sasser**. Well, now, wait a minute. The problem is going to be proposed to you in this way. The choice will come. Legislation has been proposed that would award young people or enlist young people between the ages of 18 and 25 to serve for 1 year in a national service program. They would be paid a subsistence wage. They would be given lodging and food. At the end of their 1 year service they would be given vouchers that could be used for college, trade school, professional school or in some instances for a down payment on a home. If they do not wish to serve for a solid 1-year term, if they are full-time students they may serve in 2½ to 3-month increments until they build up 12 months of service. Now, that is the proposal. I am going to call the roll and those who support the program and would vote yea, raise your right arm. [Hands raised.]

Those who would oppose the program and vote nay, raise your right arm.

Well, it looks like the audience is probably—what do you say over there, Sam? Are they about evenly split on it?

Mr. **Dawson**. I would say slightly in favor.

Senator **Sasser**. Well, the panel over here says slightly in favor and our panel over here is what?—three for and two against? Two for and three against. Three against and two for.

Well, we are kind of evenly split here in Jackson, Tennessee, on the question of a volunteer service program. I have to tell you that in the other areas of the state I have been in so far, there was—I would say those in favor substantially outnumbered those who were opposed.

Let me ask one other question. You voted yes or no. A number of you did not vote at all. Of those who did not vote, are you undecided because—how many of those who did not vote are undecided simply because they feel they do not have enough information on which to make a judgment? [Hands raised.]

Well, that is a few.

Well, I want to thank our panel for the great job they did. I think they did a marvelous job in preparing their statements and giving us the benefit of their views, our panel representing the high schools in the area. To our adult panelists, thank you so much for participating today. This has been very, very helpful to all of us. I want to express my appreciation to the Principal, Tom Fann, for allowing us to use the facilities of this school today. Thanks to all of our students in the audience for participating.

Now, think about it. I think we all learned something today. I learned something from you about how you feel about a national service program. I learned some constructive suggestions from you about how it might be improved, and you might have learned just a little bit from me during the course of these hearings.

I declare these proceedings closed.

[Whereupon, at 11:30 a.m., the Subcommittee adjourned subject to the call of the Chair.]

APPENDIX

Prepared Statement of Paul W. Galey

I. THE SERVICE LEARNING PROJECT AT WEBB SCHOOL

At the beginning of the present academic year Webb School of Knoxville, a private college preparatory school of grades 5–12, began a program called The Service Learning Project. This program requires all students attending the high school (approximately 400) to do one or more service projects before graduation.

The name of the program: Service Learning Project indicates the school's hope that this program will become an integral part of the overall learning experience of each student. The following is an excerpt from a booklet which describes for the students the purpose, policies, and procedures of the program:

"The Webb School of Knoxville takes pride in the fact that it is engaged in the education of tomorrow's leaders and it is to that end that The Service Learning Project (SLP) exists. The fundamental assumption upon which the program is based is, as Jesus taught, a true leader must first be a servant. The SLP seeks to provide students with opportunities for experiences in service that will be as invaluable to them as their academic training. . . . It is hoped that, through this program, the experiences of the students in serving their communities will provide a foundation of contacts, resources, inspiration, and knowledge that can be taken with them into adulthood. The Service Learning Project was given that name precisely because it is intended to be a learning experience upon which the student can continue to build."

The above paraphrase of the words of Jesus, that "a true leader must first be a servant", is a reference to the school's motto "principles non homines" which would be translated "leaders not (just) men".

Another way of understanding the philosophical motivation behind the program and its relationship to the educational institution is expressed in the idea that educated persons are not truely educated until, taking what they have received, they have learned to give. This idea was in mind when, some five to six years ago, a long-range planning committee consisting of parents, faculty, and administration sought a way to take the valuable experiences that many students had had in serving their communities and make these accessible to all. In addition, there was a growing concern that increased academic load and athletic participation would evolve into a degree of isolation from the "real world" and therefore result in an "Ivory Tower" mentality by Webb students in viewing the community and by the community viewing Webb School. An excellent way of beginning to break down those possible barriers was seen in the potential of a program like The Service Learning Project. Volunteering is an important principle in the American way of life but it, like anything else, needs to be learned. As social demographics have changed, as the traditional nuclear family continues to undergo redefinition, as the workforce and the workplace are being transformed, and as the gap between the upper and lower economic strata of society widens, community service (in a traditional sense: volunteering) might not be adequately modeled for our young people the way it once was. In a program like the one at Webb service can be learned, preserved, and honored.

The time requirement of the Service Learning Project is to have completed 120 hours of service during the student's four years in high school. These hours are to be completed before graduation and earn the student 1 (one) credit. The basic stipulations on how the requirement can be fulfilled are as follows: the student may not do more than 60 hours in one calendar year for the reason that the student's experiences in a project as a freshman may produce learning of a different value than experiences he/she might have as a junior; the project must be done for a nonprofit organization, the only major exceptions being privately owned hospitals and nursing homes: the full 120 hours can be done with the same organization providing it is not what we would refer to as a "familiar situation". A "familiar situation" would be one with which the student has had a close, weekly relationship, such as church, synagogue, Boy/Girl Scout troop, school, etc.; work within such a "familiar situation" can be done for a maximum of ¼ of the total number of required hours (i.e. 30); the students are encouraged to use summers to serve or to at least make arrangements with an organization they would like to associate with during the school year; no work may be done during school hours; the student must fill out the necessary forms and written permission must be obtained from the parent(s).

The range of activities and organizations open to the student for fulfillment of the project is very broad. Within the guidelines mentioned above, certain projects at the school can be done. However 80–90% of the students choose to serve out in local communities. By far the most popular type of project is working with children. This includes the local Ronald MacDonald House, various agencies working with abused or handicapped children, the Boys Clubs and YMCA, and tutoring. Local hospitals have also benefited from our students as well as the zoo. We have had students work with museums, government agencies (The Department of Human Services for example), Habitat for Humanity, the Union Rescue Mission, summer camps, youth baseball and soccer leagues, and there have been many individually created projects as well. An excellent example of this last category was a senior boy who had had surgery for scoliosis his freshman year and served, through his doctor, by talking with younger boys who had undergone or were about to undergo the same procedure. Many students have become involved in the planning and/or production of special events such as a recent Peace Symposium and an upcoming Walk In Peace. This partial list of the broad range of possibilities represents an attempt to keep the definition of service open enough to ensure that most students will be able to find a project to suit their personalities and interests.

The overall reaction to the program has been very positive. Many of our students had already had experience in community service through their local religious affiliation through their (or their parents) association with community service agencies or other organizations, or through projects previously initiated by the school annually. These students found it most natural to continue their commitment through the Service Learning Project. Many other students, as one might anticipate, initially viewed the program as another burden Webb School felt compelled to lay upon them. However, several of that opinion have taken the opportunity in our daily Chapel program (during which every student in grades 10–12 must present a talk at some point in the school year) to express how meaningful their experiences were. These are particularly gratifying because of the growth process involved. Still others have expressed the sentiment that they have no complaint about helping others until they are told they must and they, along with those who feel they don't want to work for anyone if they are not going to get paid, have been less than receptive. As the director of the program, however, that minority attitude has been far outweighed by the responses of those who have said that they had wanted to "do something" for a long time but didn't know how to go about it or what to do. These are the ones who have truely learned service.

II. COMMUNITY SERVICE AS A NATIONAL PROGRAM

The preceding description of the Service Learning Project at Webb School has, I hope, also built a case for my belief that such a program can be effective if implemented nationwide on the high school level. I strongly believe that this would be the ideal place for such a program. The adolescent stage of development is a time for identity building and idealism. The teenager struggles with questions of individuality, the need for one to have a sense of ones own uniqueness and worth, while at the same time struggling with the need to be part of something larger. Wouldn't it be wonderful if, through a service program, every high school student in America could actively work on the necessary tasks of community building by contributing his/her own unique talents to the neighborhood, town, city, state, and country in which he/she lives? We all know that the seeds of racial, social, and economic dissatisfaction are sown in the hearts and minds of young people long before they reach high school. What better way to combat the growth of these destructive forces than with the constructive power of community service as they head toward maturity through high school. Also, for economically disadvantaged areas the school would provide a central location in which and from which a workforce with a true investment in the potential benefits could be educated and inspired to go out and attack the essential problems of the community. Problems which are best understood by the members of that community. Whereas, if people beyond high school age are required as individuals to go out and serve the community this burden would inevitably fall also on those needing to be served and in addition, could easily destroy the volunteer spirit essential for a heterogeneous society like ours.

A warning however! If this type of program is undertaken primarily to increase the free labor force and thereby ease the economic burden on the federal government then it is doomed to failure. A program such as this must become a very part of the overall educational philosophy of the nation and be based on pure and sound reasoning, ethical motives, and moral values if it is to succeed. The kind of reasoning, motives and values we find in our own Declaration of Independence and Constitution.

In conclusion, I believe that a national community service program is possible and potentially benefitical, if done in the right place (the school), at the right time (the high school years), and for the right reasons (education to build a better world). The spirit of volunteerism must live on in this country. I believe it will, reaching new heights, if the government dedicates itself to educating the young people of our high schools through a service program such as the one described in this report.

TESTIMONY FOR VOLUNTEER SERVICE HEARING
April 25, 1989

Laura Scherzer, Vice President
Chattanooga Neighborhood Enterprise

Chattanooga Neighborhood Enterprise is a non-profit, public/private partnership whose goal is to provide the opportunity for decent, affordable housing to all low-income Chattanoogans. It provides low-interest homeowner rehab loans, affordable rental housing, first-time homebuying assistance, and special needs housing for the handicapped and homeless.

Young people have been involved in community service through five of Chattanooga Neighborhood Enterprise's programs. Two of the programs are volunteer 'non-paid' projects; the last three programs pay stipends or wages to participants.

	Youth Activity	Participants' Economic Background	Paid or Volunteer
1.	American Jewish Society for Service	Upper middle to upper class	Volunteer
2.	Youth Housepainting Volunteers	Middle to upper class	Volunteer
3.	College Outreach Assistants	Middle to upper class	Paid
4.	Summer Youth Employment and Training Program (Housepainting)	Disadvantaged	Paid
5.	FutureBuild	Disadvantaged	Paid

Description of Youth Activities

1. American Jewish Society for Service - A group of approximately sixteen New York City teenagers with an adult couple's supervision will volunteer seven weeks of

their time to CNE from July 4 - August 18 this summer on a housebuilding project. The teenagers, most of whom are from affluent families, actually pay ($ 1,200 travel and food each) to work for free.

2. **Youth Housepainting Volunteers** - High school and college-age religious youth groups have painted homes of elderly disadvantaged citizens, saving them the cost of labor, which can run from $ 600 to $ 800. CNE strips and primes the houses (exteriors), and the young people do the painting. The youth groups provide their own adult supervisors. CNE provides paint and equipment.

3. **College Outreach Assistants** - CNE chose nine college students from fifty-five applicants last summer to assist with general outreach programs. The participants were each paid $ 800 per month to work full-time in neighborhood surveying and organizing. Under the supervision of CNE's Neighborhood Development Director, they worked door-to-door through most of Chattanooga's inner-city neighborhoods examining housing needs and promoting CNE's low-interest housing rehab loans. They also organized three major neighborhood clean-up efforts which receive accolades from the City's Department of Public Works.

4. **Summer Youth Employment & Training Project** - With funding from the Southeast Tennessee Private Industry Council (JTPA), CNE trained eighteen inner-city teenagers (screened by the PIC) last summer to strip, prime, and paint houses. The participants received a minimum wage and lunch during the seven-week program. They did an excellent job of painting the exteriors of twenty-nine homes of senior citizens who otherwise could not have physically or financially gotten the job done.

5. **FutureBuild Rehab Construction Training Program** - In October, 1988, CNE began an intensive hands-on program to train disadvantaged young people to be rehab craftsmen. Their newly-acquired skills should enable the trainees to be placed in steady jobs with good wages at the end of the training period. The community needs well-trained rehab carpenters, roofers, painters, and other craftsmen to renovate the over 10,000 substandard housing units in Chattanooga. After completion of the program, many of these trainees could be put to work on CNE-related renovation projects. Approximately thirty young persons participate in FutureBuild, which is run by a staff of four persons (Director, Assistant Director, Rehab Instructor and Program Assistant).

FutureBuild is funded by the Southeast Tennessee Private Industry Council, which selects applicants based on economic level. The trainees are paid a $ 70 per week stipend. They receive classroom, shop and job-site training. Their current work project is the renovation of a five-unit apartment building (low-income housing) in the Lincoln Park neighborhood. After completing the program, the trainees will be placed in jobs with local contractors.

Observations On Youth Service Volunteers

From its experience with the programs listed above, CNE makes the following observations on youth volunteers in community service:

1. Volunteers of all ages seem to prefer short-term projects with a sense of closure. At CNE, this would include, for example, painting a house or organizing and implementing a "Neighborhood Clean-Up Day." Volunteer projects of longer

duration are harder to plan and organize and more difficult to keep moving.

CNE tried to recruit VISTAs (Volunteers In Service To America) last year to help with neighborhood organizing, consumer education, and organizing a "donated materials warehouse." There were virtually no takers, in large part due to the fact that the VISTA program requires a minimum one-year commitment. Few college-age youth will work for free more than several hours a week; and most older adults who have the leisure to volunteer don't wish to make a 40-hour-per-week commitment to volunteerism as VISTA requires.

2. Organizing and supervising volunteers for CNE's housing rehabilitation projects is costly in terms of staff time. Since most of CNE's projects are technical in nature - mainly housing rehab and construction - our staff must help supervise a technical volunteer project to assure its success. Unfortunately, our organization does not have a staff person assigned to work full-time with volunteer programs. The majority of CNE's work is bid to small local contractors. Simple exterior housepainting projects are the most common volunteer activity for CNE at present; and for those, we insist that the volunteer group provide its own painting and project supervision.

We are pleased that the American Jewish Society for Service has chosen to work with CNE this summer. We will need to assign a staff member to work full-time for approximately eight weeks to supervise the AJSS group in either building a new house or renovating existing rental property. In the meantime another staff member is literally spending days trying to find the group a place to stay, a cook, organize recreational activities, and secure a means of transportation. Although

arrangements are not yet complete, CNE estimates that it will end up paying $ 5,000 to $ 10,000 for the AJSS's 'free' labor, the value of which is estimated at $ 5,000 - $ 10,000. Although these volunteers really don't save CNE any money, their project, nevertheless, has importance to CNE and to the larger community in that it will provide us with positive program publicity, give the AJSS participants a meaningful work experience, and will hopefully foster better regional understanding between New Yorkers and Tennesseans as they work together. (Our Summer Youth Employment & Training Program and the FutureBuild group will work in the same neighborhood as the AJSS.)

3. Whether participants are paid or volunteering, community service teaches a service ethic, heightens concern for one's fellow man and encourages involvement in community issues. The students in CNE's College Outreach Assistant Program last summer related that they thought they understood poverty, but their summer experience intensified their awareness that the problems of poor people (discrimination, living conditions, etc.) are much worse than they had imagined. They agonized over the problems of poor tenants in crumbling buildings and were outraged at many of the things they saw as they surveyed declining neighborhoods (rats, lack of plumbing, heating and cooling, sickness, unsafe buildings, lack of sanitation, exposure of small children to harmful living conditions, etc.) The students felt almost angry with CNE because it couldn't do more at the time to alleviate these conditions, and they were frustrated with themselves because of their inability to address the overwhelming needs. After their summer work experience, the perspectives of these nine young people concerning human needs have been immeasurably changed.

4. Community service organizations can demand more time and effort from paid workers than from volunteers. Three of CNE's five youth programs have provided pay for work done. In all three instances CNE benefitted in being able to plan a certain level of activity for a specified number of hours. The paid participants tend to be more focused than the volunteers. A structure and rules can be maintained. By contrast, a local college group initiated CNE's first housepainting project last year, made elaborate arrangements, and then failed to show up on the appointed day. CNE staff members ended up doing most of the work in order not to disappoint the homeowner.

5. If community service were to become a required activity for youth, it should be planned at the K-12 school level and should include youth from all economic backgrounds. This could probably best be achieved through a high school graduation elective or requirement, something many school systems across the U.S. already do (Atlanta; Springfield, Massachusetts; Los Angeles Unified School District; Cherry Creek, Colorado; State of Vermont, etc.). To be effective, however, the students should help faculty members both plan their service activities and evaluate them afterwards. Sample activities could include involvement with crime prevention, preventing teen pregnancy, safety issues, assistance to day care centers and to the elderly, housing rehab, park and recreational improvements, developing youth centers and youth activities, neighborhood beautification, promote blood drives, voter registration etc.

Observations on National Youth Service (Post-High School)

1. The concept of 'National Service' (post-high school) should, like the military, be

available to all youth but required of none. Open enrollment allows an attractive alternative to youth from all sectors of society who have indefinite plans for the future. While "learning by doing" through participating in a project of value to the local community, a young person would get to know people of different backgrounds, develop greater compassion for others, increase competence and self-esteem, actively solve problems, and develop the habits of citizen involvement. While the enrollment of such a program should not target disadvantaged youth exclusively, it should, nevertheless, serve their needs. (Note: So far the most difficult issue is how to attract middle and upper-class youth to a community service program. No youth corps has been successful in doing this.)

2. "National Service" should be administered at the grass-roots level with private and public sector support as opposed to a federally-controlled and centralized program. Each community best knows its own needs and its own people. To achieve maximum community involvement, a service program should be administered locally and funded by both the public and private sectors. Federal funds should be available as matching funds to challenge local and state government, businesses, foundations, civic groups and others to aid their own local service effort. In many cases programs could contract with local businesses to pay fees for services rendered. Federal funding should also be offered to offset start-up program costs and to provide technical assistance as needed.

The funds provided under the federal Job Training Partnership Act are well-intentioned but actually cover training and job placement activities for only a small band of disadvantaged youth. Many other young persons who could benefit from this skill training and job placement are excluded on the basis of family income guidelines. The survival of CNE's own FutureBuild program, which is currently funded entirely with JTPA money, is in jeopardy unless supplemental funds can be raised to broaden the program's enrollment base.

3. Post-high school level participants in community service programs should receive compensation for their services. Most young people want to work; but, like most adults, they can't afford to work for free. Providing wages for services performed gives incentive to youth at all economic levels. Today's economy dictates the need for compensation, whether it is spent on basic survival (food, clothing, shelter, medical expenses) or additional needs such as education and transportation. It is not realistic that people will work without pay. Even the military provides wages. It is also not fair to dictate how compensation for community service should be spent (vouchers-for-service to be redeemed for education or homebuying expenses), particularly when the needs of some people are very basic and immediate (rent, child care, food, etc). The person who earns the money should decide how to spend it.

CNE's FutureBuild program would probably attract very few participants if it did not pay close to minimum wage. Neither poor nor middle-class young people can afford to invest a year's time in an on-the-job training program like FutureBuild unless they receive compensation for it. Even at minimum wage, it is difficult for a family to subsist.

When CNE first started the FutureBuild program and weekly stipends were $ 40, almost every trainee worked second or third shift to support his/her family in addition to attending FutureBuild eight hours a day. Short-term work

opportunities, whether new jobs or overtime work, took precedence over coming to class. It is hard for a poor young man or woman to concentrate on long-term career opportunities, much less community service, when there are mouths to feed right now. Raising our FutureBuild trainee's stipends from $ 40 a week to $ 70 a week was a major factor in being able to recruit new people into the program and retain current trainees.

4. **Disadvantaged youth need special attention, whether through a National Service Corps (locally administered) or through separate programs. According to Jesse White, Executive Director of the Southern Growth Policies Board, the real wages of male high school graduates in the South have declined 27% between 1973 - 1985. Meanwhile, the regional high school dropout rate is 38%.**

There is not much difference in poor and middle class youth when it comes to ideals and patriotism. There is a lot of difference, however, in opportunity. Poor youth lack the basic educational competencies and the connections to the labor market, and they need help to understand how to escape a lifetime of dependency. Young adult dropouts - the 'structurally unemployed' - need a way to earn their G.E.D.'s, receive training in world-of-work skills, develop an employable skill which will enable them to earn decent wages, and have access to counseling and job-placement assistance to ease the transition from training to real-work situations.

5. **CNE is considering the establishment of an Urban Service Corps focused on - but not necessarily limited to, Chattanooga's neighborhood development and housing rehab needs. CNE agrees with the concepts suggested by the Urban Conservation and Service Corps Programs and would incorporate many of them into its own**

Corps:

- Accomplish high quality work projects which have value to the community and offer a variety of work experiences for the participants. Work should be in the public interest and results of labor should be measurable.
- Assign workers to crews to develop group identity and teamwork.
- Provide strong adult supervision for crews.
- Set and enforce clear-cut standards of work performance.
- Make youth projects highly visible so youth will receive positive reinforcement from the community.
- Assure the safety of the project participants.
- Make sure the project provides a sense of completion.
- Don't duplicate existing work efforts in community or displace other workers.
- Develop cost-effective work projects.
- Allow open enrollment.
- Address developmental needs (basic skills, work habits, personal development, job search skills, and career planning).
- Provide vocational training as program option.
- Compensate youth for services performed.
- Always refer to participants as "adults." They are preparing to take their place in the adult world and should think of themselves as part of that world.

6. A "National Service" program or Youth Service Corps is not a cheap or quick fix. Successful youth corps initiatives in San Francisco, Oakland, Boston, New York and Philadephia, to name a few, have demonstrated that only comprehensive programs that address the needs of the total person make sense. In the short-term, these programs are expensive. They require staffing, stipends or wages, and the provision of human services. In terms of the skills that they teach, however - critical thinking; basic reading, writing and math; good work ethics; and the ability to attain and hold a decent-paying job - they build good citizens and taxpayers who will contribute to, not drain, the nation's economy.

April 26, 1989
Nic Fielder
Sen. Sasser's
Congressional
Hearing

About three years ago, I baby-sat for a family who had one child with Cerebal Palsy. His name was Bryan. Bryan's mom told me about a sports program Bryan was involved in.

My mother is on the board of directors at United Cerebal Palsy of Middle Tennessee, so I asked if I could help out. She told me it was a commitment for every Monday night and I had to have patience.

I have been involved with helping them out ever scince. I've been very active with the UCP Sports Program for the past three years.

THe UCP Sports Program consists of a variety of sports for the handicapped. We help them learn to play and compete in many different sports. They are as follows: Wheelchair soccer, Slalom, Bocci, Weight-lifting, Discus, Track, and Swimming.

I've even traveled with them to Fort Worth, Texas,to compete in these various sports. In fact, in November of 1987, the bocci team my mother and I had been coaching won Second place. After we had only been coaching them for two months.

I get a lot out of the people in the Sports Program. These people are really special. They help me learn a lot of things too. For instance, I've been taught not to take many things in life for granted. If a person who can barely eat on his own, can sit back and enjoy life, so can I. There is no need for a person to get down on himself; when he can turn around and see people like this just as happy as they can be.

I've also learned to be patient with a lot of different areas of my life. After I teach someone confined to a wheelchair how to swim I have a lot of patience.

Something I've been taught by the people in this program, is the art of sign language. Unfortunatly, a few of the people in the program can't speak, but these people have helped me learn to comnicate with them. I'll never know when I may need that skill in my life.

I've throughly enjoyed my volunteer work with UCP of Middle Tennessee; and when I move to Florida this summer I intend to do some more volunteer work with the UCP group down there. I hear they don't have a bocci team, so I want to see what I can do about getting them a strong team.

CITIZENSHIP AND NATIONAL SERVICE

A BLUEPRINT FOR CIVIC ENTERPRISE

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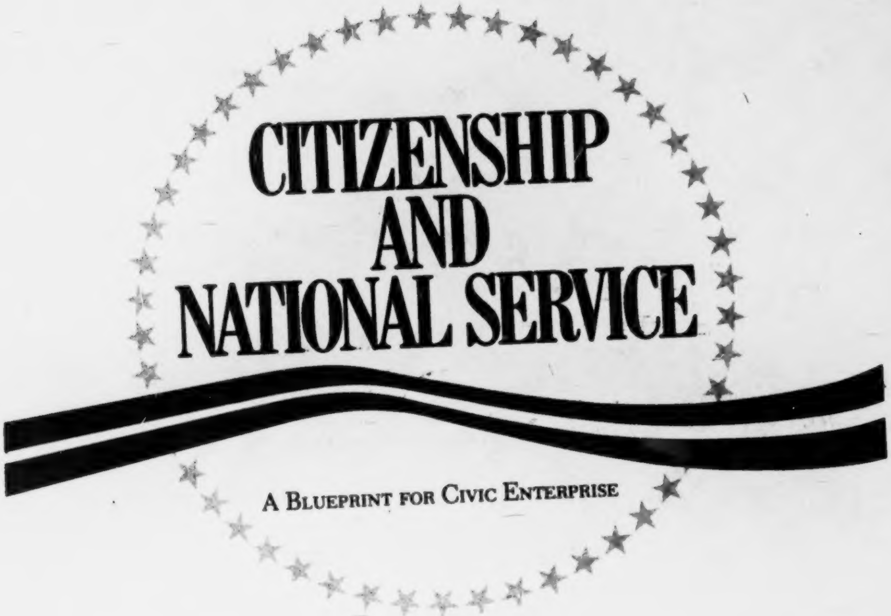

CITIZENSHIP AND NATIONAL SERVICE

A Blueprint for Civic Enterprise

MAY 1988

Democratic Leadership Council

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FOREWORD

By U.S. Senator Sam Nunn

Chairman,
Democratic Leadership Council

With publication of *Citizenship and National Service,* the Democratic Leadership Council submits for public debate a novel blueprint for reviving the American tradition of civic obligation and activism. Detailed in these pages is a comprehensive system of voluntary national service intended to create new opportunities for citizens to serve their country and each other.

The DLC's "Citizens Corps" would essentially be a new G.I. Bill expanded to include civilian as well as military service to the nation. It would enlist young Americans in local efforts to combat such urgent social problems as illiteracy, the lack of child and health care, homelessness, pollution, crime and more. By tying federal benefits to national service, our plan would expand educational opportunity in America while restoring the crucial link between civic duty and public reward.

This initiative is part of the DLC's continuing effort to forge a progressive public philosophy equal to the challenges of governing America in a new political and economic era. While we do not expect Democrats uniformly to embrace its every detail, we believe this national service plan points our party in a creative and compelling direction.

In crafting the Citizens Corps, the DLC has leaned heavily on those who have labored diligently over the years to clarify the complex issues surrounding national service. We owe a special debt of gratitude to Charles Moskos of Northwestern University, who gave generously of his time and counsel and whose insights into national service have been an invaluable guide. We would also like to acknowledge Richard Danzig, Don Eberly, Roger Landrum and Robert Reischauer for their constructive advice and criticism.

Finally, we are grateful to the many DLC members who helped to develop our national service proposal: Charles Robb, Barbara Kennelly, Dave McCurdy, Jim Jones, Bill Clinton and many others. We also appreciate the personal efforts of DLC Policy Director Will Marshall, who drafted the proposal, and Press Secretary Pam Lalonde, who assisted him.

A BLUEPRINT FOR CIVIC ENTERPRISE

> "WHEN THE ATHENIANS FINALLY WANTED NOT TO GIVE TO SOCIETY, BUT FOR SOCIETY TO GIVE TO THEM, WHEN THE FREEDOM THEY WISHED FOR MOST WAS FREEDOM FROM RESPONSIBILITY, THEN ATHENS CEASED TO BE FREE."
>
> — EDWARD GIBBON

INTRODUCTION

AWAKENING THE SPIRIT OF CITIZENSHIP

Ours is a land of astonishing diversity. A magnet to immigrants from all over the world, the United States has no common racial, ethnic, religious or cultural identity. What is the force that binds us together as a nation? What does it mean to be an American?

To a unique degree, who we are is defined by what we believe—by our embrace of a set of political and moral precepts based on human freedom and equality. America's social cohesion depends on how faithfully we adhere to these basic ideals, which make up our common civic creed.

The United States was conceived as a revolutionary experiment in popular sovereignty. Americans dispensed with kings and lords and resolved instead to govern themselves by a common law that defines equal rights and responsibilities for all citizens. As long as we remain willing to accept the burdens as well as the benefits of self-government, our democratic experiment will endure. Within that balance—between individual liberty and social responsibility, self-reliance and cooperation, private interest and public duty—lies the essential meaning of citizenship.

The Democratic Leadership Council believes that a strong ethic of civic obligation—of equal sacrifice for the common good—is integral to the success and survival of a free society. That ethic is, as well, the cornerstone of our party's progressive philosophy.

Americans understand that the strength of our social compact ultimately depends not on our weapons or our wealth but on the quality of our citizenship. It is not enough to enjoy freedom; we must also be prepared to defend it. Nor is it enough simply to enrich ourselves; we must also give something back to the commonwealth.

Educating ourselves and our children; voting and taking part in public affairs; respecting the law and the rights of others; serving on the juries by which we administer justice among ourselves; preserving and protecting the public estate, our natural endowment of land, air and water; caring for our fellow citizens who are poor or handicapped or simply unlucky—these too are civic virtues that profoundly shape both the character of our lives and our country's fate.

America today enjoys immense good fortune. We are at peace and most of us have more than the bare necessities of life. Yet this placid portrait is incomplete. Peer a little deeper and a less flattering picture emerges: that of a society in default of some of its most fundamental responsibilities. There is no more disturbing example than the spread of poverty among our children. The case for action is compelling, yet our national leadership conveys no sense of urgency.

Instead, our country often seems distracted and self-absorbed, devoid of a unifying sense of national purpose. Many Americans wonder whether the bedrock values that have sustained our nation's social harmony and guided its progress still command broad popular allegiance. They fear a loosening of the bonds of affection and communal concern that keep us from becoming a nation of strangers.

Though often exaggerated by pessimists who see national decline at every turn, such anxieties cannot be lightly dismissed. The disintegration of the family, especially among the poor, is a social calamity of grim proportions. Teenage pregnancy and illegitimate childbearing; the alarming incidence of crime and drug abuse; episodes of random violence in our streets and rural communities; the swelling ranks of disoriented and homeless people in our cities; the growing isolation of an impoverished and largely minority underclass; unabashed greed and cheating on Wall Street; and the all-too-frequent betrayal by high government officers of their public trust—these everyday realities also signify a fraying of our social fabric.

The breakdown in social comity is reflected as well in a broader loss of public and private competence, a pervasive failure among our leading institutions to accomplish their basic missions and serve the general interest. Citizens wonder: Why can't our political leaders muster the courage to get the federal deficit under control? Why can't our schools impart basic skills and knowledge and, in troubled districts, simply maintain discipline? Why can't we fashion new welfare policies that encourage self-sufficiency rather than dependence? Why can't U.S. businesses innovate, make better products, offer better service and aim for long-term markets rather than short-term profits? Why can't labor and management collaborate to make American industries more competitive in world trade?

These questions indicate the scope and urgency of the nation's unfinished agenda—and the magnitude of the national challenges that the Republican Party has ignored. The duty of political leadership today is to set more exacting standards of excellence for citizens and for society as a whole. Too many national chores have been ignored or put off. To mobilize the national effort necessary to get them done, Democrats must now usher in a new era of civic commitment and public purpose.

Throughout this decade, the spirit of citizenship and common endeavor has languished. For all their talk about traditional values, the Republicans have set the moral tone for a new gilded age—an epoch characterized by avarice and excess; by feverish borrowing and consumption; by speculation and scandal on Wall Street; by corporate myopia and irresponsibility; by public neglect of crying social needs; and by blatant efforts to turn public service to private gain. Small wonder that the emblematic figures of this materialistic age are the corporate raider and the inside trader, or that U.S. college students today say their overriding goal in life is to get rich.

Republican domestic policies have fostered an illusion of well-being, purchasing growth today at the expense of future living standards. Conveniently, they rarely call for sacrifice or self-denial—except from the politically weak. Their message implicitly sanctions moral complacency: Don't worry about the poor—let the rich have more and more will fall from their table; don't get exercised over civil and equal rights—unless the rights of the majority are at issue; don't fret over how we are going to pay our mounting debts—we will borrow from our children before we tax ourselves.

In the prevailing climate of moral indolence, such venerable civic virtues as duty and self-sacrifice and compassion toward one's less fortunate neighbors are seldom invoked. On the contrary, in its rhetoric and actions, the Reagan Administration seems invariably to exalt self-interest over common interests, to put private pursuits ahead of public responsibilities, and to stress individual rewards over the general good.

Certainly government can get too big, too unwieldy and too intrusive. But those who constantly denigrate government also demean the value of concerted action by the American people to achieve broad social and economic progress. In the end, the anti-government stance turns anti-social: it encourages people to turn inward, to think of what they can do by themselves for themselves, not what they can do together for their fellow-citizens and their country.

Nothing better illustrates this attitude than Republican fiscal policy, which strikes at the heart of progressive government. By plunging the federal government into insolvency, the current Administration has succeeded in paralyzing national initiative well into the next.

In the end, this brand of politics seeks to impose the competitive ethic of the market—with its narrow and unforgiving standard of success or failure—on our public life. It sees Americans not as citizens enmeshed in a web of mutual dependence and obligation, but as consumers driven to satisfy purely private wants and whims. It comprehends economic motivation, but not social aspiration.

Self-interest can be a powerful engine of human progress, but only when it is tempered by a vision of the broader public interest. That is how great civilizations are built, and how we must restore America's greatness today. It is time for political leadership to focus on collective responsibilities that have fallen by the wayside during the Reagan years: stimulating upward mobility for all citizens; educating our children for work and citizenship; giving hope to the impoverished; dealing with America's incipient housing crisis; expanding health and child care; maintaining the public facilities that undergird our commerce; assuring clean air and water; and, restoring sound government finance.

Beyond new policies, the DLC espouses a public philosophy based on civic enterprise and obligation. Our approach to governing rejects both the negativism of the Republicans and the statism that views government as an end rather than a means. It recognizes that without the personal commitment of an active, educated and self-reliant citizenry, government can accomplish little lasting social good.

Given superior leadership, and drawing on the full range of civic and community resources, we are confident that the American people can conquer the challenges facing our country. The answer to our problems lies not in establishing an omniscient state, but in instilling in our citizens a more robust ethic of civic duty and mutual obligation. Indeed, nothing is more likely to invite the growth of government than the failure of civic participation.

Observing the emergence of a democratic social order in the United States of the 1830s, Alexis de Tocqueville was struck by the vibrancy of public life and the widespread custom of forming voluntary associations to advance civic ends. Building on this ingrained tradition of enlightened civic activism, the Democratic Leadership Council herewith proposes a voluntary plan for national service—the Citizens Corps.

* * *

CHAPTER ONE

CITIZENSHIP AND NATIONAL SERVICE: A SUMMARY

"AND SO, MY FELLOW AMERICANS, ASK NOT WHAT YOUR COUNTRY CAN DO FOR YOU: ASK WHAT YOU CAN DO FOR YOUR COUNTRY."

— PRESIDENT JOHN F. KENNEDY, 1961 INAUGURAL ADDRESS

THE CITIZENS CORPS

Nearly 30 years ago, a young president challenged the American people to embrace the obligations as well as the rights of citizenship in a free society. The time has come to renew his summons to civic duty and enterprise.

What John F. Kennedy understood, but what is too often forgotten today, is that freedom has a price. That price is not limited to military duty—although there is no more fundamental responsibility of American citizenship than to defend our liberties and independence.

Yet Americans also face an array of national needs that fall beyond the current reach of either the private or public sector. Moreover, many of these needs—like spreading literacy and numeracy—bear crucially on our collective capacity to adapt to the new realities of global commerce and interdependence.

The DLC believes the time has come to answer national need with national service. We propose a comprehensive but voluntary system designed to create new opportunities for citizens to serve each other and their country. The centerpiece of our proposal is a new Citizens Corps that would enlist young and old Americans alike in public service and entitle those volunteers to public reward.

The Citizens Corps is essentially a new G.I. Bill expanded to include civilian as well as military service to the nation. In return for one or two years' service at subsistence wages in either branch, young enlistees would earn vouchers worth substantial federal aid for college, vocational or job training, or housing. Vouchers would help national service veterans go on to acquire education, work skills and capital in the form of home ownership. Under the Citizens Corps, national service vouchers would replace existing grants and loans as the primary source of federal aid to students.

While the chief focus would be on youth service, the Citizens Corps would also enlist a limited number of volunteers over 65. Senior servers could work either full- or part-time and would earn a modest hourly wage instead of vouchers. To help defray the overhead costs of national service, retirees would be assigned to administrative and supervisory tasks within the Citizens Corps itself.

Phased in over a three- or four-year period, the Citizens Corps will be the catalyst for a significant expansion of public service efforts throughout the country. Flexible, tailored to fit local needs and circumstances, the Corps would constitute a national network of grass roots projects, not a vast new bureaucracy centered in Washington.

In brief, the Citizens Corps can serve a variety of important national purposes by:

- ★ Rekindling the ethic of civic obligation in America and spreading the burdens of citizenship more equitably.
- ★ Opening a new route to opportunity and upward mobility for young Americans by offering them public rewards for public service.
- ★ Mobilizing the young to tackle many of the nation's most pressing social problems, especially in such areas of human need as health, education, literacy, child care, hunger, housing and homelessness.
- ★ Bolstering our national strength by encouraging more young men and women to volunteer for military duty and the reserves.
- ★ Tapping the accumulated knowledge and experience of America's growing population of retirees. Uniquely qualified to educate the young, care for children and look after aged and infirm citizens, older Americans also deserve wider opportunities to engage in public service.

★ Putting disadvantaged youths to work in the service of their neighborhoods and communities. Spreading rapidly, local service projects are giving deprived youths the experience, discipline and self-confidence they need to overcome formidable barriers to opportunity.

A New G.I. Bill

One of the most far-sighted and successful federal initiatives of all, the original G.I. Bill of Rights embodied a tacit compact: in return for service in World War II, Korea, and Vietnam, the country offered veterans education, housing and employment benefits.

The G.I. Bill helped to democratize opportunity in the United States, making college and home ownership a reality for millions of Americans who otherwise could have afforded neither. In 1947 alone, over one million veterans took advantage of the G.I. Bill's education benefits. At its peak, the program's annual cost amounted to almost one percent of America's gross national product—equivalent to about $45 billion today. Yet it helped to spark the post-war economic boom that made the U.S. standard of living the envy of the world and laid the material basis for America's rise to global leadership. Few public investments have ever paid more handsome dividends to any nation.

Now, with college and housing costs rising beyond the reach of many American families, and with career opportunities dwindling for high school graduates who lack more than rudimentary job skills, the need for a new program of strategic investment in our people is acute. We propose the Citizens Corps as a means of renewing and enlarging upon the compact of citizenship implicit in the G.I. Bill.

According to Northwestern University sociologist Charles Moskos, the U.S. today has "a G.I. Bill without the G.I.," meaning that Washington makes education benefits (chiefly grants and guaranteed student loans) widely available to citizens who have not served in the military. The Citizens Corps would reforge the crucial link between civic duty and public reward by tying those benefits once again to national service, civilian or military.

How It Would Work

Citizens Corps enlistees would fall into three basic categories:

1) Young civilians who would perform a variety of social services at home or in the Peace Corps for either one or two years;
2) Citizen soldiers who serve in the military or reserves; and,
3) Senior citizens who would perform civilian service tasks on either a part- or full-time basis.

PHOTO: HUMAN ENVIRONMENT CENTER

Errands for the Elderly: Among the many community service projects they undertake, members of New York's City Volunteer Corps deliver groceries to elderly residents. The "graying" of America will test our society's ingenuity in providing vital services to old and infirm citizens.

Civilian service options would vary according to the needs of local communities. Aside from expanding a few national programs such as the Peace Corps and VISTA, the Citizens Corps would mainly create new openings for volunteers in local schools, hospitals, libraries, day care centers, shelters, public and non-profit social agencies, charities, police and criminal justice systems, programs that assist the elderly and conservation projects.

Young men and women who choose military service would either go directly into the reserves after military training or serve two years on active duty. Citizen soldiers would receive less pay than career soldiers, but like their civilian counterparts would earn post-service benefits in the form of national service vouchers.

Retirees would be assigned to the civilian service tasks most appropriate to their maturity and experience. It would be both logical and economical to have them form the administrative backbone of the Citizens Corps. Older volunteers would work flexible schedules and receive, instead of vouchers, an hourly wage intended to supplement their retirement income.

NATIONAL SERVICE VOUCHERS

Vouchers could not be redeemed for cash but could be used for any one or any combination of three purposes: to defray college expenses, to finance either vocational or job training, or to make a down payment on a home. For each year of civilian service, enlistees would earn a $10,000 voucher. Because military service entails both greater risks and a longer minimum term of service, citizen soldiers would earn a $12,000 voucher for each year served. If necessary, however, that differential would be adjusted to maintain military recruitment at levels deemed essential to our nation's security.

Existing federal student aid programs would be phased out as national service is phased in. Replacing those programs with vouchers would result in a more stable and generous source of post-secondary education aid. While federal aid programs have been constrained, college costs have been rising sharply: since 1980, costs for public and private colleges have risen by 70 and 90 percent respectively, while family income has grown by only 33 percent. During the same period, federal student aid grew by only three percent after adjusting for inflation.

The DLC believes that, as a matter of national policy, no young American should be denied the opportunity of a college or post-secondary education for lack of money. In our view, allowing all youths to earn education benefits is the best way to fulfill that commitment. Our childrens' education is too important to be left to the vagaries of federal budget policy.

Therefore, we recommend replacing student grants with vouchers, while limiting federally guaranteed loans to national service veterans who meet the needs test. In this way, national service would become the primary way to earn money for college, while borrowing would become a supplemental source of funding for needy students. One salutary result would be a sharp decline in student indebtedness and defaults, thereby relieving political pressure on federal support for higher education.

These key changes would make federal student aid the magnet for broad participation in the Citizens Corps. In essence, we would replace what are essentially entitlement programs based, often loosely, on need with an earned benefit. For this reason, we think vouchers— unlike the programs they replace—would be politically unassailable. Moreover, a Citizens Corps voucher would offer more aid to students, on average, than either federal loans or grants spread over four years.

As a further incentive for broad participation in national service, we would encourage public universities and vocational institutes to give preference in admissions policy to veterans of the Citizens Corps.

Like existing student aid programs, the Citizens Corps would equalize opportunity for college-bound youth from poor and low-to middle-income families. But it would also benefit a group that derives no benefit from college aid: the "forgotten half" of our youth population who do not attend college. The DLC strongly believes they too deserve a chance to do better; that is why vouchers could also be used to finance vocational or job training or to make a down payment on a home.

ADMINISTRATION

As a grass roots network of community service projects, the Citizens Corps would not require a large or intrusive public bureaucracy. Administrative responsibility would be divided between the U.S. Defense Department and a small public corporation patterned on the Corporation for Public Broadcasting. As conceived by Moskos, the Corporation for National Service would set broad policy and make matching grants to local authorities; it would fund, but not deliver, public services. To achieve maximum decentralization, the day to day operations of national service will be run by state, local and private nonprofit agencies.

A more detailed blueprint for the Citizens Corps begins on page 35.

COSTS AND BENEFITS

The costs of voluntary national service are difficult to calculate. A key variable is the level of participation. For a large scale program with 800,000 enlistees, we estimate the annual net new cost to Washington at roughly $5 billion. That figure represents pay and overhead expenses, as we assume that the costs of national service vouchers will be offset by changes in existing student aid programs, which cost the federal government over $8 billion a year. Moreover, we recommend that costs be shared with states, localities and non-profit organizations to ensure that all participants have a stake in running efficient and effective community service projects. (See page 42 for a detailed discussion of costs.)

We are convinced that the returns on our investment in national service will amply justify the costs. In assessing the true value of national service, the question of cost avoidance is crucial. Many of the tasks envisioned here are targeted on conditions like poor education and the lack of adequate child and health care, which, if not tackled now, will engender much larger social costs later. By mobilizing Americans to attack such corrosive ills at their roots, national service can save us billions of dollars in remediation costs down the road.

Consider, for example, the costs of widespread illiteracy. Each year, U.S. businesses spend billions to train poorly educated youths in the basic skills necessary to handle entry-level jobs. And governments shell out billions more for unemployment, welfare, police and prisons. Surely it makes better economic sense to make a modest investment in national service—in order to enlist citizens in a new offensive on illiteracy and poor education in general.

National service represents a dual social investment: once in the people who receive services, and again in those who deliver them. For many young people, the road to college and wider horizons will run through the Citizens Corps. For them and for society, college scholarship aid is money well spent: the average college graduate can expect lifetime earnings about $640,000 greater than someone who didn't go to college, and $460,000 more than someone who started college but did not finish.

IN SUMMARY

The DLC believes that a large-scale system of voluntary national service would serve America's vital interests in four principal ways:

First, through national service, we can galvanize a new spirit of civic enterprise in America. Just as frontier settlers banded together to ensure their mutual safety and establish churches, schools and public institutions, so must Americans today pool their efforts to overcome formidable obstacles to our nation's social and economic progress.

Second, national service offers a non-bureaucratic and decentralized model for the delivery of human services to needy citizens. Rather than relying on new mandates from Washington, our plan is intended to strengthen local civic and community resources that are intermediate between the individual and the nation.

Third, by rewarding public service with public benefits, national service can be a catalyst for upward mobility—a strategic investment in the knowledge, skills and productive potential of our young people.

Fourth, because it embodies a civic compact in which benefits are earned, not given, national service can broaden the political base of support for new public initiatives that otherwise would not be possible in the current era of budgetary restraint.

★ ★ ★

CHAPTER TWO

THE CASE FOR NATIONAL SERVICE

"A DEBT OF SERVICE IS DUE FROM EVERY MAN TO HIS COUNTRY PROPORTIONED TO THE BOUNTIES WHICH NATURE AND FORTUNE HAVE MEASURED TO HIM."

— THOMAS JEFFERSON

BEYOND THE DRAFT

To avoid confusion, we wish to underscore that our national service plan is not designed to revive the military draft. Indeed, the vast majority of Citizens Corps volunteers would work in civilian tasks. While some of our members may indeed support conscription, the DLC as a whole endorses voluntary national service as an alternative well suited to our country's traditions and contemporary needs.

There are several reasons for choosing a broader program of civilian and military service over a return to conscription. First, the All-Volunteer Force has rebounded strongly since its low ebb in the 1970s and seems to enjoy public backing. Second, women have demanded and won a place in the armed forces—though not in sufficient numbers to justify subjecting them to a draft. Third, a draft would give no constructive role to older citizens, many of whom are well-educated, financially secure and may well prefer public service to an inactive retirement. And, fourth, a draft would not address the nation's growing array of nonmilitary needs as Americans adapt to new economic and political conditions.

The deeper America's involvement in the global economy, the more urgent is the need to tackle stubbornly persistent domestic problems. For example, the United States cannot afford to tolerate widespread functional illiteracy—particularly as knowledge and information are becoming the key commodities of the world economy. Likewise, we need to redouble efforts to prepare poor and minority youths for the demands of a changing labor market, especially as they will constitute a growing proportion of our work force. And, as women continue to pursue their own careers, or work to supplement family income, we need to assure safe, affordable day care for their children.

In short, Americans are increasingly defining national strength in social and economic as well as military terms. By adding a civilian alternative to military service, the Citizens Corps can help prepare our people for the challenges of a global economy.

And it can do so in a cost-effective and unobtrusive way. In their 1986 study, *National Service: What Would it Mean?*, authors Richard Danzig and Peter Szanton note that a voluntary program of national service is less likely to raise the specter of a costly boondoggle run by an overbearing state. "A volunteerist approach also reduces the chances that national service might become a self-perpetuating folly and an administrative burden. A compulsory program might outlive its usefulness; a voluntary one must at least repeatedly meet the market test of recruitment," they write.

National Service and Public Opinion

National service is the object of increasing public interest, as shown by a spate of service proposals introduced in Congress, by the growth of advocacy groups like the Coalition for National Service, Youth Service America, Campus Compact and COOL (Campus Outreach Opportunity League), and, most significantly, by the expansion of community service programs in schools, cities and states across the country.

Nationwide surveys consistently show strong public support for national service. A Gallup poll of teenagers in early 1987 found that 62 percent favored service for young men and 56 percent for young women. More recently, a December, 1987 survey found that general public support for voluntary national service has risen to 83 percent (with only 11 percent opposed)—the most favorable response since Gallup began polling on the question in 1969. And while over 80 percent of each age group favors voluntary national service, the highest ratio of support—87 to six percent—was recorded among those who would serve: 18-24 year olds.

IT'S NOT A PICNIC.
MINNESOTA CONSERVATION CORPS

Opportunities for youth service multiply as state and local youth Conservation Corps spread rapidly throughout the country. Often tailored to the needs of disadvantaged youths, conservation corps have grown from two full-time programs in 1981 to more than 40 today.

That is almost identical to the findings of an October, 1987 survey commissioned by the DLC to examine the attitudes of a key segment of the electorate: southern swing voters. An overwhelming majority (87 percent) of the nearly 500 respondents said they favored "a national program for military and civilian service for both young men and women that would be voluntary but strongly encouraged through access to G.I. Bill-type benefits, like college scholarships and home mortgages." Only nine percent were opposed.

Even compulsory national service draws the support of a majority of Americans. The most recent Gallup poll found that 55 percent of the public favors obligatory service for young men, though that figure is the lowest in 20 years. There was a slight rise—to 44 percent—in public support for mandatory service for women.

A more tangible sign of the new impetus behind national service is the dramatic growth over the last six years of state and local youth service programs. While only two full-time programs were functioning in 1981—the California Conservation Corps and the Ohio Conservation Corps—19 states across the nation today operate 40 year-round programs and another 100 summer programs. Pennsylvania, Minnesota, Ohio and Vermont are also planning large-scale youth service programs.

Leading educators around the country increasingly view public service as an integral part of the mission of public and civic education. According to Youth Service America, more than 300 colleges and universities sponsor community service programs involving hundreds of thousands of students, while similar programs operate in 3,000 public and private high schools across the country. The Atlanta public school system recently became the nation's first to require students to perform public service before graduating.

Finally, at the federal level, nine bills relating to national service have been introduced in Congress, ranging from expansion of current programs like the Peace Corps to reinstatement of the draft. (See Appendix D).

THE STUDENT AID DILEMMA

Federal student aid programs are caught in the crosswinds of conflicting trends—mounting pressure to reduce the federal budget deficit and escalating college costs. As previously noted, costs for public and private colleges have far outstripped the growth in family income and in federal support for higher education.

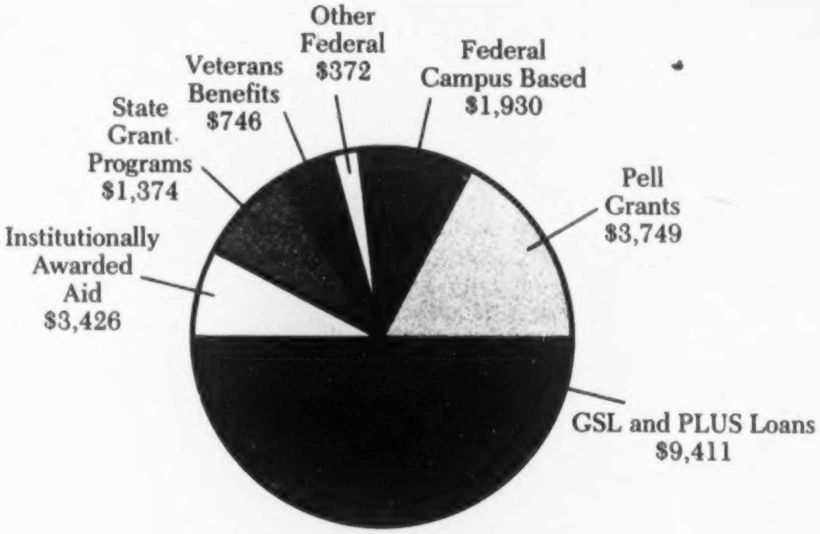
Aid programs include outright grants, principally Pell and student equal opportunity grants (see Appendix B for a full profile of the major federal programs). About 3.7 million students from low-income families use these grants to help pay for college or vocational schools. More than three-fourths of Pell grant recipients come from families whose income is $15,000 or less.

However, grants have not kept pace with soaring education costs. In 1980, the maximum Pell grant covered over 40 percent of the average tuition bill, compared to only 29 percent today. The Citizens Corps would reverse that trend by replacing grants with vouchers that would, on average, more than double the value of federal student aid.

The other major federal aid programs— college work study, guaranteed student loans and Perkins loans—benefit over five million students. Though ostensibly tied to need, in practice these loans can and often do go to students from relatively affluent families. According to Robert Reischauer of the Brookings Institution, it is even possible for youths from families with incomes over $100,000 a year to qualify for a guaranteed student loan. He writes:

"Inequities and perverse incentives abound in the need analysis process. The family that chooses to profligately spend all of its income is treated more favorably than the family that has prudently saved a bit each year for its child's education. The family in which both parents work is at a slight disadvantage relative to the family in which only one parent is in the labor force. The family that need not save for retirement because it will benefit from a generous employer-sponsored pension system is favored over the family that has to accumulate assets because it is not covered by an employer-provided pension plan."

Such defects have come to light over the last decade, as the emphasis of federal student aid has shifted markedly from grants and work-study to guaranteed loans. (The percentage of student aid provided in the form of loans leapt from 21 in 1976 to 66 today.) The resulting



ESTIMATED STUDENT AID BY SOURCE FOR ACADEMIC YEAR 1985-86

(1987 DOLLARS IN MILLIONS)

Total Aid Awarded = $21,008

SOURCE: THE COLLEGE BOARD

trend toward greater student indebtedness has coincided with declining college enrollment among youths from low-income and minority families.

From 1980 to 1986, the proportion of students from blue collar families enrolling in college dropped by about one-fifth. The percentage of black high school graduates entering college dropped from 34 in 1976 to 25 in 1985; for Hispanics the decline was from 36 to 27 percent. According to Moskos, "The prospect of student-incurred debt is undoubtedly a major factor in the declining number of poor youth entering and completing college." Indeed, since 1980, student indebtedness has increased by 60 percent.

Meanwhile, a combination of the flawed needs test, rapid growth in loan volume and soaring annual default rates (from $200 million in 1981 to $1.6 billion in 1987) has brought growing political pressure to curtail the guaranteed loan program. Moreover, the U.S. Department of Education has threatened to expel from the program schools with a default rate over 20 percent, a blow that would fall hardest on historically black colleges and universities as well as for-profit trade and vocational schools.

Facing a growing gap between soaring college costs on one side, and low family savings and endangered student aid programs on the other, low-income and middle-class Americans alike are anxiously asking themselves whether their children will be able to go to college.

In our view, the solution is not to expand the student loan program and risk creating an indentured class of graduates who can't repay their loans. Rather, it is to replace grants with Citizens Corps vouchers and limit loans to eligible youths who have performed (or commit to perform) national service.

For financially needy students, borrowing would thus become a secondary way to pay for college or vocational school. Fewer students would have to go deep in debt to graduate and the federal government would realize significant savings from reduced subsidies and defaults. Such a move would also put student aid on more solid political ground, since it would be earned by performing work of value to society.

In our view, these changes would make national service attractive to the following: poor youths whose grants are insufficient to pay for college, and who fear incurring debts from student loans; low-income and middle-income youths who likewise would like to graduate unencumbered by debts that could take as many as 10 years to repay; people who intend to work their way through college and want to get a head start; those who plan to share college costs with their parents; and those who find the existing array of federal student aid programs insufficient to cover costs at expensive private institutions.

Will voluntary national service attract youths from well-to-do families? From a purely economic standpoint, they obviously will have less incentive to volunteer. Yet many Americans are motivated by civic impulses and peer example as well as by self-interest. Historically, people who volunteer for community service tend to be above average in education and income. And college graduates continue to swamp the Peace Corps with applications despite negligible pay.

Young people from affluent backgrounds may see in national service a chance to pause and contemplate their future; others may seek a challenge or an outlet for idealism. In time, as national service grows and becomes for increasing numbers of young people a rite of passage to adulthood and an emblem of citizenship, privileged youths may well come to feel a social obligation to participate.

THE FORGOTTEN HALF

Since roughly half of all U.S. high school graduates do not go on to attend college, a comprehensive and fair national service plan cannot offer benefits in the form of college aid alone. In designing the Citizens Corps, we have also sought to close an unconscionable deficit of societal concern shown to youths whose formal education ends in high school.

Their plight is vividly documented in "The Forgotten Half: Non-College Youth in America," a January 1988 report by the William T. Grant Foundation Commission on Work, Family and Citizenship. The Commission states:

"Youth today, especially those who do not go to college, find it increasingly difficult to match changing market demands. Their situation is complicated by international and domestic market changes, insufficient investment in education and training, and wrenching changes in family and community life. Unless there is substantial intervention, we can expect this shrinking labor pool to include a growing proportion of young people likely to be poor and at increased risk of school failure and related problems."

DIFFERENCES IN MEAN INCOME AMONG 20-24 YEAR OLD MEN, 1973-1986. BY EDUCATION AND RACE/ETHNIC GROUP

(IN 1985 DOLLARS)

	All Males (20-24)		% Change in Earnings 1973-1986			
	1973	1986	All	White (Non-Hispanic)	Black	Hispanic
All Males	$11,939	$ 8,859	-25.8	-20.1	-46.1	-29.1
Dropouts	11,595	6,725	-42.1	-42.4	-60.6	-27.3
High School Graduates	14,937	10,720	-28.3	-24.4	-43.8	-34.5
Some College	12,864	10,756	-16.4	-11.4	-42.7	-21.2
College Graduates	14,357	13,502	- 6.0	- 5.6	+ 6.5	N.A.

Note: *Earnings data pertain only to those 20-24 year-old males who did not cite school as their major activity at the time of the March 1974 and March 1987 surveys.*

SOURCE: THE WILLIAM T. GRANT FOUNDATION

While the federal government has been generous in providing college aid, few public policies are aimed at improving the prospects of youths who are not college-bound. "To fail in providing opportunities for our non-college-bound youth will be just as damaging, and just as costly for our nation's future, as to fail to seek excellence for our college-educated youth," the Grant Foundation report states.

We envision the Citizens Corps as a vehicle for an intensified national effort to help "the forgotten half" acquire the advanced skills necessary for high-paying jobs. Under our proposal, Citizens Corps vouchers would offer volunteers who don't attend college benefits of equal value to pursue two other traditional paths of upward mobility in our society: vocational (or job) training and home ownership.

Say, for example, that a Citizens Corps graduate decides to attend a technical institute at a cost of $6,000. He or she would endorse over that amount of the national service voucher to the institute, leaving the balance for other uses: perhaps for further training elsewhere or as part of a down payment on a starter home.

Moreover, Citizens Corps vouchers can help underwrite the expansion of job training opportunities for non-college bound youths. Innovative state and local learning projects, as well as public-private job partnerships, are essential if these youths are to acquire the skills, the flexibility and mobility they will need to adjust to rapid changes in the labor market. Another possible use for vouchers is as a wage subsidy for youths who get valuable on-the-job training from their employers.

In short, national service can help us address a glaring inequity in our society: a growing skills gap that threatens to condemn millions of non-college-bound youth to marginal jobs and shrinking opportunities. By giving them the means to choose among an array of public and private employment and training programs, Citizens Corps vouchers will enable the "forgotten half" to enhance their career prospects and, ultimately, their productive role in society.

A final way in which national service vouchers would promote opportunity, equity and community is by helping to bring home ownership back within reach of young Americans. The *Wall Street Journal* reports that after peaking in 1980 at 65 percent, the percentage of Americans who own homes has been falling for the first time since the 1930s.

Young couples have been hit hardest by the decline: according to Harvard University's Joint Center for Housing Studies, 36 percent of people aged 25-29 owned a home in 1987, down from 43 percent in 1976.

Home prices have risen faster than family incomes. Urban Institute economist Joseph J. Minarik writes: "The typical 30-year-old man purchasing the median-price home under typical mortgage terms would have incurred carrying costs equal to 14 percent of his income in 1949, 16 percent in 1959, 21 percent in 1973 and 44 percent in 1983. This escalation of the carrying cost of housing bore particularly heavily on younger families; many had trouble assembling funds for down payments, and many found monthly payments unmanageable."

Moreover, rents are also rising faster than income, making it difficult to save for a down payment even for families that might be able to afford the monthly payments. Not surprisingly, the poor are hardest hit by this phenomenon: single-parent families, which are disproportionately poor, devoted about a third of their household income to rent in 1974, compared to a whopping 58 percent last year.

By earmarking vouchers for down payments as well as post-secondary education and training, national service would help young people break into the housing market. Bigger down payments would mean lower carrying costs, bringing home ownership into reach for many families on the economic margin. An indirect effect will be to stimulate further construction and expand the nation's housing stock, helping both the hard-pressed middle class and the poor. Finally, we also foresee a role for vouchers in experimental efforts to sell public housing to deserving tenants.

The use of national service vouchers for education, job training and housing is central to the DLC's strategy of fostering a more democratic capitalism that spreads economic power and capital ownership to more hard-working American families.

NATIONAL SERVICE AND DEMOGRAPHIC TRENDS

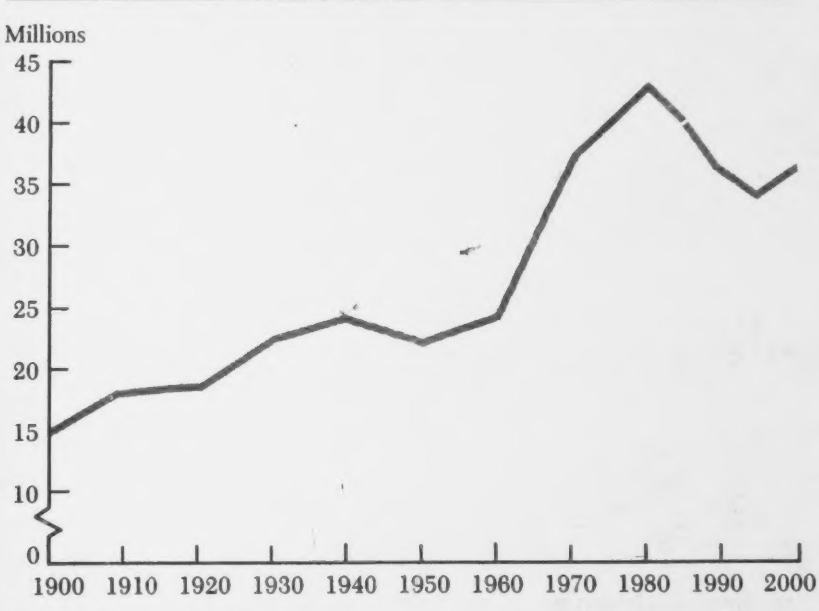
> "BETWEEN 1980 AND 1996, OUR YOUTH POPULATION, AGES 15-24, IS EXPECTED TO FALL 21 PERCENT...THESE FALLING NUMBERS WILL DRASTICALLY ALTER THE CHARACTERISTICS OF THE NATION'S LABOR POOL, HIGHER EDUCATION ENROLLMENTS, ARMED FORCES RECRUITING..."
>
> JAMES R. WETZEL,
> *AMERICAN YOUTH: A STATISTICAL SNAPSHOT*

Demographic changes resulting from the baby boom and subsequent baby bust also have stoked interest in national service as a way to use our nation's human resources more effectively in the years ahead.

The decline of post-baby boom births in the late 1960s and early 1970s is producing a steadily diminishing number of Americans aged 15 to 24. From a high of 42.7 million in 1980, the number of 15-24 year olds is expected to drop to 34.0 million in 1992, a 21 percent decline.

AMERICA'S YOUTH POPULATION

AMERICA'S YOUTH POPULATION, AGE 15-24, IN THE TWENTIETH CENTURY.



SOURCE: THE WILLIAM T. GRANT FOUNDATION

Today roughly 3.7 million people turn 18 each year. This number should drop to around 3.2 million in 1992, after which the children of the baby boomers will begin swelling the ranks of the youth population. Still, the low birth rates of the 1980s and the continuing preference for smaller families suggest that our youth population (ages 18-24) will not return to the huge proportion (18.8 percent) it reached at its peak in 1980. The young make up 16.3 percent of the total population today and should fall to about 13 percent by 1996.

These demographic changes have important implications for national defense. Some military manpower experts predict that the shrinking youth population will mean significantly fewer potential recruits, rising costs, declining quality and major changes in our present recruitment system.

In a 1984 study, *America's Volunteer Military: Progress and Prospects* Martin Binkin of the Brookings Institution predicted that in order to maintain the same number of recruits in 1991 that it now has, the U.S. Army will have to enlist 55 percent of eligible 18-year-old males, compared to only 42 percent in 1981. That estimate also assumes that the military will not need a larger force and that the number of college enrollees will not rise.

Proportion of Qualified and Available Males Required for Military Service, selected periods, 1981-95

THOUSANDS UNLESS OTHERWISE INDICATED

	Annual average		
Category	*1981-83*	*1984-88*	*1991-95*
Total eighteen-year-old males	2,049	1,827	1,637
Minus: Nonavailable	626	552	489
Institutionalized	31	27	25
College enrollees less first- or second-year dropouts	595	525	464
Minus: Unqualified	576	526	461
Mental	363	337	291
Physical or moral	213	189	170
Equals: Qualified and available male pool	847	749	687
Total male recruit requirements	354	376	376
Active forces	270	278	278
Reserve forces	84	98	98
Percent of pool required	42	50	55

SOURCE: MARTIN BINKIN, AMERICA'S VOLUNTEER ARMY

Nor are numbers all that count, Binkin noted: "In addition to the prospect that the military services may have to attract more recruits is the possibility that they may have to seek better recruits: that is, those possessing aptitudes for absorbing more complex technical training. As the armed forces field increasingly sophisticated weapons systems, their requirements for specialists and technicians are expected to grow."

Not all agree that demographic trends will lead to a recruitment pinch. An Air Force study undertaken for the House Armed Services Committee in 1984 concluded that "the declining male population, by itself, is not a great cause for alarm." The study cited the increase in women in the labor force and the military, a predicted fall in college enrollment among young men and immigration growth as factors mitigating any recruiting problems created by population decline.

According to Moskos, each year the armed forces must recruit roughly 400,000 enlistees into both active and reserve duty (an additional 50,000 officers are also recruited). Of those recruited into the enlisted ranks, about a tenth will be female. In the mid-1980s, with about 1.9 million males turning 19 each year, one in five had to enlist to maintain current force levels. In the 1990s, as the male cohort falls to 1.6 million, about one in four males will have to enlist. Screening out those who are ineligible for military service for mental, medical or other reasons, the ratio drops to one in three.

Faced with a similar drop in the number of draft-age youths, several European countries are adjusting their length of service requirements. In West Germany, for example, where the defense ministry has projected a 10 percent decline in the Bundeswehr ranks, the required length of service will expand from 15 to 18 months in 1989. Yet it is feared that even such steps will not sufficiently offset the population dip.

While the youth pool is shrinking, the number of Americans aged 65 or over is rapidly expanding. In 1930, the elderly accounted for six percent of our population. Today, they comprise 12 percent and are expected by 2030 to make up 21 percent.

This "graying" trend will have profound consequences for domestic policy, particularly in the areas of health and retirement security. How will America manage the retirement of the baby boom generation—the 75 million people born between 1946 and 1964—particularly when the labor force and the payroll taxes it generates are shrinking? The inexorable growth of such entitlement programs as Social Security and Medicare, at the expense of investment in other purposes, already has raised serious questions of equity between generations.

Though it brings tough choices, the aging trend also presents an opportunity for creative thinking about how America can capitalize on the enormous knowledge and experience of millions of Americans over 65. Today's generation of retirees is the best educated and most financially secure in our history. Many have the time, ability and desire to render important social services, especially to children and to other elderly Americans who need society's care.

The DLC believes the nation needs new public policies that accommodate these momentous demographic changes; that is why we designed the Citizens Corps to include branches for both youth and senior service.

THE MILITARY AND SOCIETY

No obligation is more fundamental to citizenship than that of preserving our free institutions. While all wage-earning citizens contribute to the common defense by paying taxes, only a fraction assume the personal risk and sacrifice of military service. The latter deserve, and, through the G.I. Bill receive, special consideration from the society they protect.

In a democracy, however, citizenship requires not just sharing burdens, but sharing them equally. That is why Americans should be concerned that our armed forces today are not representative of society as a whole.

Minorities are disproportionately represented: according to the Defense Manpower Data Center, they comprise 38 percent of today's enlisted ranks in the Army and nearly 30 percent for all four military branches. In contrast, minorities make up only 14 percent of the civilian labor force.

The advent of the All-Volunteer Force (AVF) brought a striking increase in the percentage of blacks in uniform. Binkin notes that in 1964, blacks made up 12 percent of Army enlistees, in line with their percentage of the overall population. That proportion nearly tripled, reaching 33 percent in 1981 before falling to about 22 percent, where it has remained since 1983. Binkin calculates that about 42 percent of qualified black youth entered the military, compared to 14 percent of qualified whites.

Given such statistics, it is widely assumed that the military draws heavily from the ranks of the poor and low-income families for its recruits. While there is little hard evidence regarding the socio-economic composition of the AVF, a Rand Corporation study in the late 1970s found that, based on address zip codes, the percentage of recruits from higher income brackets was disproportionately low. The Pentagon, which has

PERCENTAGE OF MINORITIES IN ENLISTED RANKS BY RACE/ETHNIC GROUP, 1986

Service	Black (Non-Hispanic)	Hispanic	Other Minorities	Total Minorities
ARMY	22.4	3.9	3.5	29.8
NAVY	17.3	5.8	3.6	26.6
MARINE CORPS	17.1	4.8	4.8	26.6
AIR FORCE	16.1	2.4	3.3	21.8
Total DOD	19.1	4.2	3.6	26.9
Civilian Population *(Ages 18-21)*	14.7	—	2.9	17.8

SOURCE: DEPARTMENT OF DEFENSE.

Percentage of Minorities in Active Forces, 1973-1986

FISCAL YEAR	ARMY	NAVY	MARINE CORPS	AIR FORCE	DOD
1973	24.6	15.3	24.6	17.9	20.2
1974	28.4	16.5	26.2	19.0	22.4
1975	29.6	16.5	26.7	19.6	20.7
1976	31.3	16.6	25.9	19.9	24.0
Transition Quarter	35.5	17.5	26.7	20.0	25.2
1977	34.5	17.8	27.1	20.3	25.7
1978	37.7	18.6	29.0	20.8	27.4
1979	41.0	19.9	31.7	22.0	29.6
1980	41.3	20.6	30.8	23.7	30.3
1981	41.6	21.2	29.9	24.1	30.5
1982	40.9	21.6	28.9	24.5	30.3
1983	39.2	22.2	27.6	24.3	29.6
1984	38.2	22.6	27.0	24.2	29.2
1985	37.6	23.1	27.8	24.3	29.2
1986	37.6	24.0	28.7	24.3	29.4

not examined the social and economic background of volunteers since 1979, recently commissioned the Defense Manpower Data Center to design such a survey and expects to have annual data after 1988. We applaud this overdue step.

Some Pentagon officials argue that, from the standpoint of military effectiveness, there is no need for the make-up of our armed forces to reflect the population at large. Even if that is true, we believe that an unrepresentative army undermines the civic ethic of equal sacrifice. As Moskos writes, "Whatever one's value judgment on the AVF, the irreducible fact remains that without a citizen-soldier component, the most privileged elements of our youth population, the children of the rich and the upper-middle class, will not be found in the enlisted ranks of the armed forces."

The military has become for many low-income Americans, and particularly minorities, an employer of last resort. That is not, in itself, objectionable: throughout our history military service has always been an honorable path to self-advancement. Yet no matter how well we pay them, we cannot ask the poor and underprivileged alone to defend us while our more fortunate sons and daughters take a free ride, forging ahead with their education and careers.

More than simple fairness is at stake. We must also ask ourselves: how long can a democratic republic survive if its most fortunate and capable citizens—America's future leaders—feel little obligation to contribute to its defense and well-being? And how can those leaders be expected to grasp the complexities of defense policy without any first-hand experience with the military?

Short of universal conscription, no national service plan can guarantee that the burdens of citizenship will be borne equally. But we believe the Citizens Corps would broaden the scope of participation in national service in three ways: First, it would offer new enlistment options for upwardly mobile youths who do not seek a career in the military. Second, it would create new civilian alternatives, so that more people—especially women and retirees, whose current service options are limited—could participate. Third, it would attract many college-bound youths by making national service a prerequisite for receiving federal student aid.

A PREPARED DEFENSE

> "RATHER THAN LOOKING BACKWARD TOWARD CONSCRIPTION, WE OUGHT TO LOOK FORWARD TO A STATE OF AFFAIRS WHERE THE MODEL OF THE CITIZEN SOLDIER CAN BE SUBSUMED WITHIN A BROAD CONCEPT OF COMPREHENSIVE NATIONAL SERVICE FOR YOUTH. THIS CAN BE DONE ONLY IF THE AVF IS PLACED IN A NEW SOCIAL AND MORAL CONTEXT, ONE WHICH RECONCILES CITIZEN RIGHTS AND CITIZEN DUTIES. A GROWING EXPECTATION OF VOLUNTARY SERVICE AMONG YOUTH GENERALLY WILL IMPROVE THE CLIMATE OF MILITARY RECRUITMENT WITHOUT RESORT TO EVER HIGHER COMPENSATION FOR RECRUITS OR EVER HIGHER RELIANCE ON CAREER SOLDIERS."
>
> CHARLES E. MOSKOS, *A CALL TO CIVIC SERVICE*

National service can make an important contribution to our nation's security by broadening the military's recruitment pool and training base. An influx of "citizen soldiers" in the armed forces and the reserves can help them meet manpower and quality requirements today and as the youth population shrinks in the years ahead.

Since 1964, the peacetime level of our armed forces has declined from 2.6 million to 2.1 million. When the All-Volunteer Force was established in 1973, it was assumed that a larger reserve force would balance a smaller active force. Should a war start, the Individual Ready Reserves (IRR) would mobilize and reinforce the active duty units. This was called the "Total Force" concept.

But IRR levels have decreased as well, with the shortfall estimated as high as 350,000. The total of all active and reserve forces is now one million less than in the peacetime draft era. In a mobilization, the United States could find itself direly short of trained and ready soldiers. In peacetime, this shortage undermines the credibility of our policy of deterrence, especially as we move away from reliance on nuclear weapons to keep the balance in Europe.

Citizen soldiers can help fill this breach. Whether they go directly into the reserves, or are discharged into the reserves after two years of active duty, citizen soldiers would expand the pool of trained manpower available to our country in the event of a general call-up.

While some defense planners fear that civilian national service alternatives might compete with the military for recruits, we believe it is more likely that the armed forces ultimately will find it easier to recruit in a climate of growing volunteerism and civic spirit. In its 1979 study, Youths and the Needs of the Nation, the Potomac Institute reached the same conclusion:

"As the idea of voluntary service becomes more widely accepted among the young, the numbers who will choose to serve through the military should increase. Thus the move toward universal National Service should make military recruiting easier, and help restore the tradition of citizen-soldier now giving way to a mercenary system."

MANPOWER QUALITY AND COSTS

In terms of manpower quality, the AVF hit a low ebb in the late 1970s. Binkin cites three main economic reasons for the precipitous fall in recruit quality: a decline in military pay as compared to civilian pay; a drop in youth unemployment; and the demise of the original G.I. Bill along with the concurrent expansion of non-military federal student aid programs. As the armed forces struggled to recruit and retain a sufficient number of qualified males, an influx of women with high school degrees prevented the picture from growing even bleaker.

The turnaround began in 1980, when Congress raised quality standards and enacted substantial increases in pay, bonuses and benefits. Other factors—recession, intensified recruitment and a waning of the anti-military passions of the post-Vietnam period—also helped reduce attrition rates and attract more qualified volunteers to the armed forces. Improved post-service benefits and the two-year enlistment also have helped the military make impressive strides over the past seven years in improving the educational status and mental ability of recruits.

Today, over 90 percent of new recruits have high school diplomas (compared to 66 percent in 1977-1980). In the late 1970s, half of all male army recruits scored in the lowest acceptable category on aptitude tests; by 1984—a banner year for recruitment—12 percent scored in the lowest mental category. That figure was only four percent in 1987.

In light of such statistics, proponents of the AVF, including the Association of the United States Army, have argued that the superiority of a volunteer military over a draft or national service should be acknowledged. But the real question is: can the military's recent progress be sustained as the youth population shrinks? Will manpower costs continue soaring as the Pentagon struggles to keep military pay competitive with civilian pay? Moreover, higher test scores and retention rates do not resolve the question of representativeness: does our volunteer force reasonably reflect the society it defends? Does it include our best and brightest? We believe it should.

The Citizens Corps can help us address such concerns within the context of the All-Volunteer Force. While retaining the advantages of a highly trained and motivated professional force, it would build upon incentives that have already proved successful in attracting a broader cross-section of society into military service: shorter enlistments and more generous G.I. Bill-style benefits. By expanding the reservoir of potential recruits, national service can help assure better representation and high troop quality despite the coming demographic squeeze.

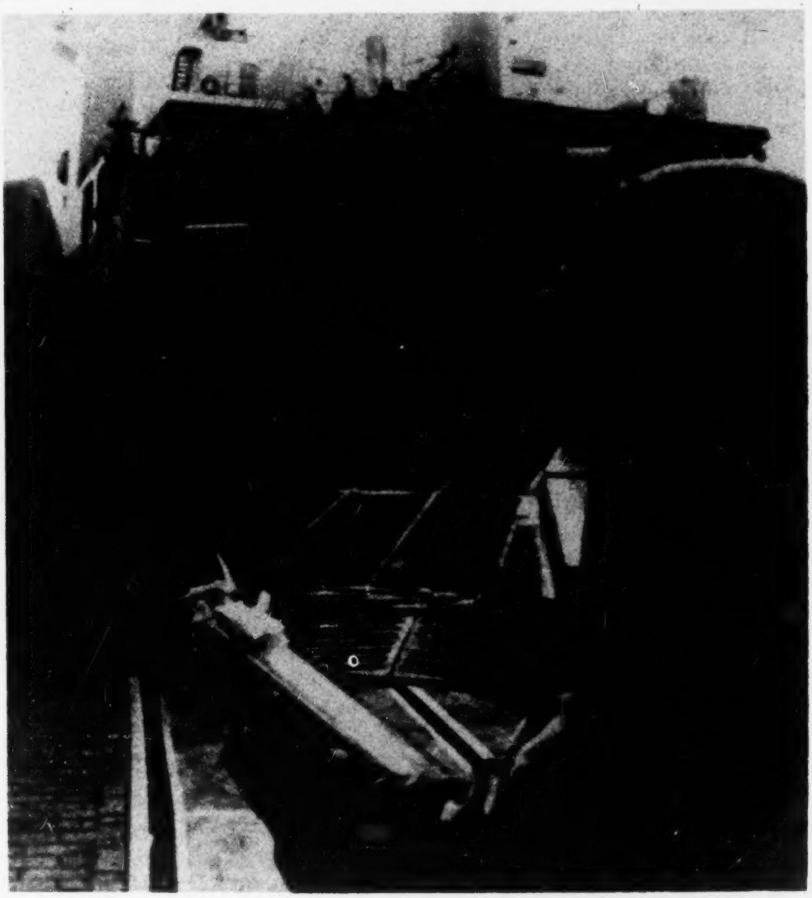


PHOTO: U.S. ARMY

Women in Uniform: Women have earned an important role in the All-Volunteer Force, where they now make up about 10 percent of the enlisted ranks. The influx of women has helped the military to achieve progress in such measures of recruit quality as education and mental aptitude.

In essence, our proposal revives the spirit of the original G.I. Bill of Rights, which was responsible for the college education of over 18 million U.S. military veterans from 1944 to 1976. In 1977, the G.I. Bill was replaced by the Veteran's Educational Assistance Program (VEAP), under which the federal government gave a three-for-one matching contribution to military personnel who set aside part of their salary for their post-service education or training. According to some manpower analysts, the replacement of the G.I. Bill with VEAP was responsible for a five to 10 percent decline in high-school graduate enlistment by 1979. To combat this trend, the government in 1981 added "kickers" to the Army's VEAP, allowing for four-to-one or even six-to-one matching grants from government for certain enlistees.

In 1985, Congress replaced VEAP with a new G.I. Bill that provided more generous education benefits while reducing the contribution required of participants. For a maximum contribution of $1,200, participants who serve two years in the military receive a total of $9,000 ($250 a month for 36 months after completing service). Those who serve three years receive $10,800 ($300 dollars a month for 36 months). In addition, some three-year volunteers in positions that demand critical skills are eligible for a kicker of up to an additional $400 a month, for a total maximum benefit of $25,200.

The new G.I. Bill also made education benefits available for the first time to those who go directly into the reserves. Volunteers who sign up for six years of active reserve duty receive $5,040 in G.I. benefits ($140 a month for 36 months) in addition to normal pay.

It is widely thought that better G.I. benefits, sweetened by kickers, have helped all the military branches and especially the Army to improve enlistment and retention rates as well as the quality of recruits. Moskos believes that rising test scores among two-year enlistees indicate that more middle class youths have been attracted to military service by this short enlistment option, which was added in 1983.

With the creation of the All-Volunteer Army, military service became less a civic duty than an occupation. Market wages were intended to replace compulsion as the chief means of meeting manpower requirements. Not surprisingly, maintaining a high-quality volunteer force has proved to be an expensive proposition.

Manpower costs in the volunteer army far exceed those during the draft era. For example, in 1986, Moskos calculates that defense manpower costs for active, reserve and retired personnel came to $117 billion. In 1964, those costs totaled only $84 billion (also in 1986 dollars), even though there were a half-million more people in uniform. In per capita terms, each active duty serviceman cost $17,342 in 1964 and $28,769 in 1986, an increase of 66 percent. These figures do not include military retirement costs, which totaled $16 billion—$7,000 per soldier—in 1986.

Moskos predicts that a citizen soldier option would dramatically lower per capita manpower costs. By steering volunteers to a shorter, two-year enlistment, it would attract more college-bound youths, whose attrition rate has been much less than other recruits. Non-career soldiers would be paid less, require less in housing, family and moving allowances, receive no pensions and, perhaps most important, remain

COMPARISON OF DEFENSE MANPOWER COSTS, 1964 VS. 1986

(1986 Constant Dollars)

	1964	1986
Direct Active Duty Manpower	$43.1 billion	$ 47.8 billion
Family Housing	1.8	2.8
Personnel Support (e.g. medical, recruitment, schools)	6.0	11.8
Reserve Components	2.5	6.4
Retired Military Pay	4.2	17.3
Civilian Pay	26.3	31.3
Total	83.9 billion	117.4 billion
Numbers of Personnel:		
Active Duty Military	2,687,000	2,169,000
Selected Reserve	953,000	1,130,000
Civilian	1,175,000	1,112,000
Total	4,815,000	4,411,000
Per Capita Costs of Ad Military		
Direct Manpower Costs (DMC)	$16,040	$22,037
DMC + Family Housing (FH)	16,710	23,328
DMC + FH + Personnel Support (PS)	17,342	28,769

SOURCE: CHARLES MOSKOS, *A CALL TO CIVIC SERVICE*

low in the military rank and pay grade structure, since none would stay longer than two years.

However, some manpower experts disagree that leavening the career force with citizen soldiers would lower manpower costs. They argue that more people would have to be recruited each year to offset the quicker turnover of citizen soldiers, and that training costs would rise.

THE CIVILIAN SERVICE ALTERNATIVE

> "NO ABLE ADULT SHOULD BE ALLOWED VOLUNTARILY TO TAKE FROM THE COMMON GOOD WITHOUT ALSO CONTRIBUTING TO IT."
>
> NOVAK ET AL,
>
> *THE NEW CONSENSUS ON FAMILY AND WELFARE*

Demographic, technological and economic changes are altering the face of our society, creating new social needs and pressures.Yet existing policies and institutions increasingly seem inadequate to the task of coping with new social and economic exigencies.

For example, a decline in the youth population, combined with rapid growth in the proportion of elderly Americans (particularly those over 85) will put unprecedented strain on health, retirement and other social services. The lack of quality child care has become an urgent national problem as more and more mothers (many of them single) work to support their families. And illiteracy and poor basic skills hold back too many disadvantaged youths, posing a serious obstacle to our collective ability to compete in markets at home and abroad.

Health, education, welfare—in these and other areas the demand for social services far exceeds the supply. Neither the public nor private sector has the means or will to undertake innumerable tasks that have low profit potential but high civic value. Yet the performance of such civic tasks would undoubtedly make life for many Americans healthier and safer, less onerous and more enriching—in short, more civilized.

The DLC believes that a broad-scale program of civilian service could address the manifold social needs that now fall between the cracks of public and private provision. Such a program would match national needs to tremendous yet untapped national resources: the energy of young Americans and the experience of our retired citizens.

What is the potential for putting volunteers to work under the aegis of national service? According to Danzig and Szanton, nearly 3.5 million positions could usefully be filled by civilian volunteers. A National War College study, by adding emergency management (disaster relief), raised that total to about four million.

Most of the labor-intensive tasks (about 2.7 million) fall under the categories of education, health, and child care. Over a million enlistees, for example, could be employed as teachers' aides, tutors or in general support positions in public schools. As for health care, volunteers could serve as aides in hospitals, hospices. nursing homes, mental institutions, clinics, in-home programs and drug and alcohol abuse programs. Many would also find jobs in conservation: forestry, fish and wildlife management, anti-erosion projects and maintenance of parks and recreation areas.

TOTAL POTENTIAL NATIONAL SERVICE ASSIGNMENTS

Field	Number of Participants
Education	1,200,000
Health	750,000
Child Care	820,000
Environment	165,000
Miscellaneous Services-Justice	250,000
Libraries & Museums	200,000
Emergency Management	600,000
All Other	100,000
Total	4,085,000

SOURCE: NATIONAL WAR COLLEGE

Other potential jobs with high civic content might include work in criminal justice (in civilian patrols and staff support for the police, victims assistance, parole and probation and corrections); in civil defense; in libraries and museums; and in projects that help the poor like weatherization or rehabilitation of housing and public facilities.

By way of illustration, Roger Landrum and Frank Slobig, directors of Youth Service America, point out that youths are already engaged in such public service tasks as "delivering groceries to home-bound elderly citizens; cleaning up damaged communities after tornadoes and floods; working with terminally ill hospital patients; tutoring at-risk youngsters in math and reading; halting soil and shoreline erosion; building playgrounds; removing graffiti from public buses; working in day care centers; clearing nature trails; installing smoke detectors in homes for senior citizens; refurbishing dilapidated buildings; working in homeless shelters; staffing rape hotlines; taking elderly persons to church; tutoring Asian and Central American refugees."

There are also promising precedents for public service programs involving the elderly. Danzig and Szanton cite studies that show that older people who engage in community service report that they are healthier and happier. The authors add:

"Moreover, existing programs involving the elderly suggest that many persons over sixty can be induced to volunteer significant amounts of time with only modest incentives. ACTION's $2-per-hour Foster Grandparents Program, involving approximately 18,000 elderly workers in 1981, was dwarfed that year by the agency's Retired Senior Volunteer Program. RSVP enlisted almost 320,000 volunteers that year, contributing, by ACTION's estimate, more than 56 million hours of service. For the average 175 hours secured from each volunteer, ACTION paid nothing, covering only the volunteers' transportation costs and accident and liability insurance. ACTION calculates that 60 percent of these workers were over seventy, and 15 percent were over eighty. Clearly, the desire to volunteer runs well into old age, and volunteering is pursued for reasons beyond financial rewards."

It would make sense for elderly volunteers both to tutor and supervise the young as well as to specialize in care for aged and infirm Americans. Today one in every nine citizens is over 65; by 2010, the ratio will rise to one in seven. Moreover, the number of citizens over 85 is expected to swell from 1.5 million in 1980 to over four million by 2010. Many of these "old old" citizens will need such geriatric services as meals on wheels, in-home or nursing home care, transportation, as well as simple companionship.

As America grows older, national service could thus become a means of relieving the financial and emotional burdens on families struggling to raise children and help support their own parents.

Another conspicuous national need is for high-quality yet affordable child care. By the year 1990, there will be 10 million children under six with working mothers, yet the United States lags behind other advanced countries in ensuring reliable care for poor and non-poor families alike. An influx of Citizens Corps enlistees would immediately help by reducing child-to-staff ratios in overburdened child care operations in homes, centers and workplaces. Such a policy would also reinforce the growing trend toward moving young mothers off welfare rolls and into education, job training or work programs to hasten their exit from poverty.

National service need not require a huge and highly centralized bureaucracy to create positions and place enlistees in them. It should build instead on the foundation of existing community service programs, civic and professional associations, churches and roughly 100,000 private, non-profit organizations around the country. They would sponsor servers and assume some of the costs of recruiting, screening and supervising them and paying them a subsistence wage.

THE PEACE CORPS AND VISTA

The Citizens Corps would also include and expand two service programs that have already proved their worth: the Peace Corps and its domestic counterpart, Volunteers in Service to America (VISTA).

The Peace Corps gives the national service ethic an international dimension. Since its inception in 1961, the Peace Corps has sent over 120,000 volunteers overseas for two years to foster social and economic progress in developing countries. Widely considered the most cost-effective U.S. foreign aid program, the Peace Corps wins 95 percent approval in national polls.

Since the mid-1960s, however, its funding has nearly been cut in half, while its volunteer force has dwindled from 15,000 to about

PHOTO: THE PEACE CORPS

International Service: Continuing a 27-year tradition of service in human development overseas, a Peace Corps volunteer tutors children in Costa Rica. Under the Citizens Corps, the Peace Corps would be restored to its 1967 peak of 15,000 volunteers.

5,300 today. Yet recent action by Congress to increase funding and authorize the Peace Corps to grow to 10,000 volunteers will reverse this downward trend.

We welcome this sign of a renewed commitment to the program. Through the Peace Corps we have fostered growth and hope in developing nations, enriched the lives of those who have served, earned enormous good will for America abroad and transmitted our democratic values without recourse to military force. As national service is instituted at home, an expanded Peace Corps should continue as the international wing of the program.

A domestic version of the Peace Corps, VISTA enlists men and women of all ages into projects designed to help the poor achieve self-sufficiency. For minimal pay, VISTA volunteers live and work among the poor, in urban and rural areas and on Indian reservations.

In recent years, VISTA has shrunk to only a few thousand volunteers. Considering the magnitude of the social problems our country continues to face — especially the large population of needy Americans trapped in a self-perpetuating cycle of poverty and dependence—we believe VISTA too should be revitalized and expanded as part of a larger national service plan.

* * *

CHAPTER THREE

A BLUEPRINT FOR CIVIC ENTERPRISE

“EVERYBODY CAN BE GREAT BECAUSE
EVERYBODY CAN SERVE.”
—MARTIN LUTHER KING, JR

Young men and women over 18 would be eligible for duty in the Citizens Corps upon graduating from high school or otherwise earning a diploma. Enlistees would choose between the two military service options and the wide variety of civilian alternatives listed below.

Civilian volunteers would earn a $10,000 voucher and military servers a $12,000 voucher for each full year of service. The differential stems from the longer commitment of time required by the military (unlike the civilian branch of the Citizens Corps, there is no one-year enlistment option) and the higher risks involved. Vouchers could only be used to pay for college, for vocational school or job training, or for buying a home.

In addition to vouchers, civilian servers would receive a modest monthly stipend of $100 a week (and, in residential programs, room and board). Citizen soldiers on active duty would receive approximately the same amount, which means they would make about half as much as a career soldier. Health insurance would also be provided to all national service enlistees.

The Senior Citizens Corps would be open to people 65 and over. Retirees could work part-time as well as full-time and would receive an hourly wage rather than a voucher. Initially, the size of the Senior Corps would be limited to maintain the primary focus on youth service.

More detailed descriptions of the Citizens Corps' three major branches follow.

MILITARY SERVICE

The Citizens Corps would create a new enlistment option—the citizen soldier paid at less than market wages. In effect, the citizen soldier would become the contemporary equivalent of the draftee—someone who joins the military to fulfill a civic duty, not to make a career.

By making military service more attractive to college-bound youths who now seldom consider it, the citizen soldier track would help the AVF broaden its current training base, meet long-term manpower needs and recruit from a wider cross-section of society. It would represent a logical progression from recent changes in military manpower policy—especially the short enlistment option and new G.I.-style benefits—that already are proving successful in attracting more middle-class youths to the All-Volunteer Force.

Moreover, we believe a further influx of citizen soldiers would infuse our professional army with more civic content, preventing it from becoming dangerously isolated from the society it protects—especially from social and economic elites who now feel little responsibility to serve in the military.

In this two-tiered military, citizen soldiers would go directly into the Selected Reserves for six years or serve a two-year stint in the active forces and two years in the Selected Reserves. (The former would go on the inactive reserve roles—the Individual Ready Reserve—for two years; the latter for four years. Thus, both would be available for military duty for a total of eight years.)

Those who go directly into the Reserves would earn one voucher, which they would receive after completing their first year (which would include three months of basic military training). Those who choose two years of active duty would earn two vouchers totalling $24,000. In contrast, military personnel must now contribute $1,200 of their own salary to qualify for G.I. benefits totalling $9,000 after two years and $10,800 after three years. (With kickers, however, certain specialists whose skills are in high demand can now earn as much as $25,000 after three years of service.)

To further distinguish between the two forms of the military service, we would limit the current two-year enlistment option to citizen soldiers. Professional soldiers would sign up for longer (currently three- and four-year) hitches and enter a career track. They would undergo training in more technical military specialities, while citizen soldiers would be assigned to combat units and labor-intensive duties.

Career soldiers would continue to be eligible for benefits under the current G.I. Bill. Moreover, Moskos suggests expanding opportunities for professional soldiers, especially non-commissioned officers, to take sabbaticals in order to study engineering or other fields important to their work in the military. "The career force must also be given improved housing and family medical care as well as adequate reimbursement for reassignments that involve family moves," he writes.

In short, a two-tiered military would retain the advantages of a professional army while mitigating some of its shortcomings: a relatively small training and mobilization base, high personnel costs, isolation from the population at large and loss of a sense of shared responsibility and democratic accountability in our nation's defense.

CIVILIAN SERVICE

Enlistees who choose civilian service would be offered a wide spectrum of work possibilities, ranging from conservation to education assistance to helping patrol America's borders. The chief test for civilian service jobs is that they must fulfill real public needs.

The Citizens Corps' civilian branch would offer five alternative categories of service, or groups:

- ★ **Education Group:** Intended to spread literacy and numeracy (arithmetic competence) and strengthen our public school system, this group would place volunteers in schools, homes, libraries and adult education centers.

- ★ **Human Services:** Enlistees would serve as aides in hospitals, hospices, clinics or homes for the elderly, make visits to them in their own homes, and help staff day care centers in their communities. This group would also aid the homeless and the hungry and perform other social services.

- ★ **Conservation Group:** Including a growing number of conservation corps set up by states and localities, this group would involve young people in urban and rural conservation. In cities, for example, enlistees might rehabilitate rundown housing and help keep public places clean. In rural areas, they might engage in wildlife management and anti-erosion work.

- ★ **Peace Corps/VISTA Group:** We would keep and expand each of these valuable programs to about 15,000 volunteers.

- ★ **Public Safety Group:** Volunteers in this group would perform unspecialized tasks in support of our overtaxed criminal justice system: police, prisons, the courts, and border patrol.

THE SENIOR CITIZENS CORPS

We are convinced that our society will reap large dividends if retired Americans are offered ways to share a lifetime of learning and work experience with people who need special attention or care.

Retired citizens obviously would bring different needs and expectations than young enlistees to national service, and our Senior Citizens Corps would be structured accordingly. Enlistees would be able to work part-time as well as full-time and would earn a wage of between $4 and $5 an hour intended to supplement, not replace, their retirement income.

While retirees could perform many of the same tasks as young servers, they could also be entrusted with greater responsibility and more demanding jobs. For example, they might work in remedial education programs or supervise younger volunteers in clinics or day care centers. They could train young people for work by teaching business and technical skills acquired over decades of experience. And they are particularly well suited to provide care and empathy to elderly Americans who are ill, infirm, undernourished or simply in need of companionship.

Moreover, we believe that retired volunteers could help keep down the overhead costs of national service by taking administrative and supervisory positions within the Citizens Corps itself.

Thanks to rapid advances in medicine and geriatric care, many older citizens can look forward to more robust health and greater longevity. And, as America's many reluctant retirees will ruefully acknowledge, the capacity to make productive contributions to society does not end abruptly at age 65. For those who are vigorous and enjoy their work, mandatory retirement may indeed seem arbitrary and unfair. Others may prefer a slower pace, but still wish to play an active part in community life. Still others who are financially secure may want only the serene vistas of the golf course, the desert or the seashore.

In any case, we can safely predict that in the decades to come, retired Americans will be more energetic, accomplished, well-educated and numerous than ever before. They represent a vital national resource that we cannot afford to waste.

NATIONAL SERVICE AND NEEDY YOUTHS

So far, we have considered national service as a means of accomplishing three principal goals:

- ★ Fostering greater civic consciousness in America;
- ★ Marshalling our nation's human resources to meet national needs; and,
- ★ Opening paths to opportunity for aspiring young people who serve their country.

PHOTO: MONTGOMERY COUNTY CONSERVATION CORPS

Community service volunteers in rural Maryland learn carpentry skills in building projects ranging from homeless shelters to local park facilities.

Now we turn to ways in which the actual experience of public service—rather than its rewards—can help prepare young people for life.

More states and communities around the country are experimenting with programs tailored specifically to the needs of poor and disadvantaged youths. Since 1981, the number of conservation corps-style programs has mushroomed, from two to over 40. Of these, many are targeted largely at youngsters from low-income or indigent families.

For disadvantaged youths, such programs often provide a badly needed model of social order and cooperation, a disciplined alternative to a social environment too often pervaded by disorder, crime and despair. They provide jobs, education and skills training, and a chance to build a sense of self-confidence and accomplishment. They give participants an opportunity to be depended upon rather than dependent, to acquire habits of self-reliance and to meet and mix with youths of different economic and social backgrounds.

An example of a successful youth program is the East Bay Conservation Corps in Oakland, California. According to its education coordinator, Jim Sternberg:

"Where we're successful, we may have improved their employability, their education, their self-esteem, their understanding of the community and what it means to participate in it, or just the general quality of their lives and their relationships. In terms of those criteria, I'd say we're successful three-quarters of the time. Given the odds against the corps members who come to us, I'd say that's a very high rate of success."

While national service is not a jobs program, we support community service efforts that also teach underprivileged youngsters the requirements of work and responsible citizenship. In addition, youth corps offer some poor youngsters who for various reasons are not eligible for military service an alternative means of upward mobility. Therefore, the Citizens Corps would include and expand conservation corps programs as options for civilian service, with the proviso that participants must have a high school degree or its equivalent to be eligible for post-service benefits.

Many youth corps pay participants the minimum wage. To avoid disruption, we would leave to them decisions about how best to reward servers. For example, youths who complete a year of full-time service in a program might be given a smaller voucher worth the difference between $10,000 and a year's pay at the minimum wage. The point is to allow youth corps sufficient flexibility to serve the needs of their participants as well as their communities.

ADMINISTERING THE CITIZENS CORPS

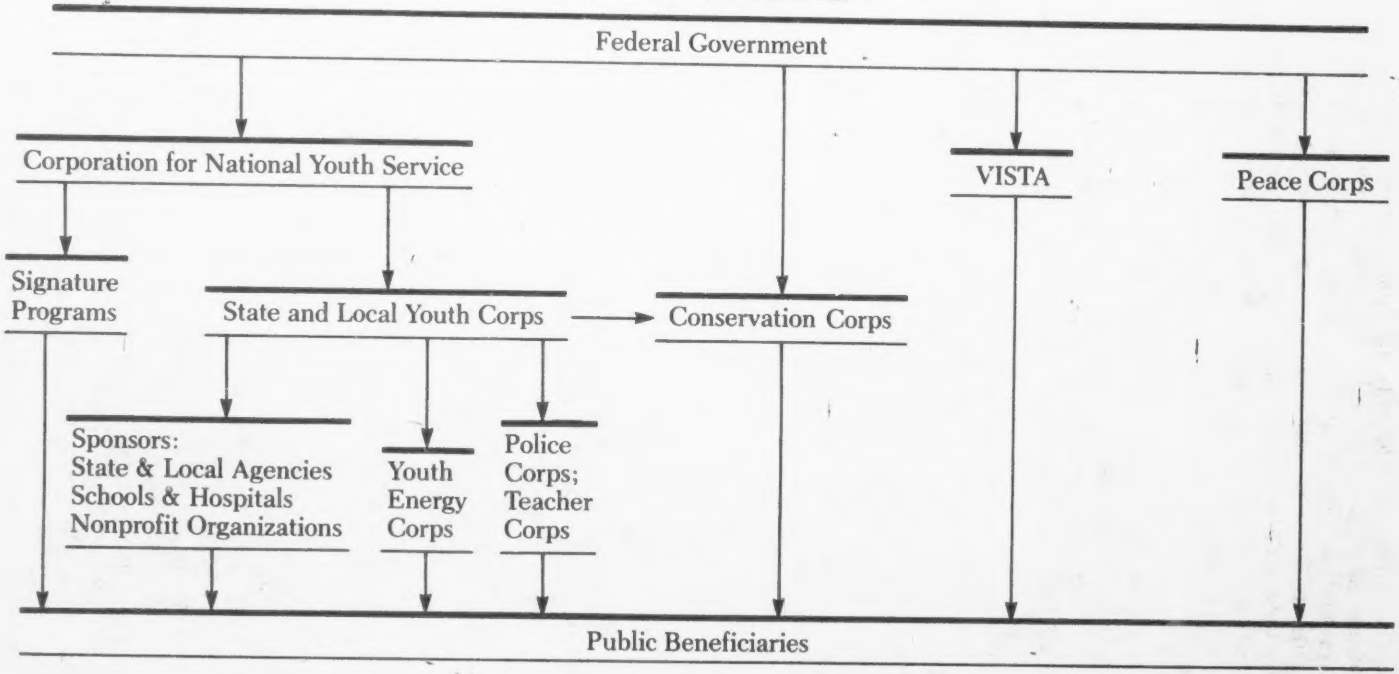
> "THE GRASSROOTS APPROACH TO BUILDING UP A BASE FOR A NATIONAL SERVICE SCHEME AVOIDS THE ESTABLISHMENT OF A LARGE, STAGNANT FEDERAL BUREAUCRACY, AND IT IS MUCH LESS EXPENSIVE TO FUND THE ENDEAVOR IN A DECENTRALIZED MANNER."
>
> BROWN UNIVERSITY PRESIDENT HOWARD SWEARER

The Citizens Corps would build national service from the bottom up, stimulating the growth of existing programs and encouraging social service agencies, schools, hospitals and non-profit organizations to create openings for national service volunteers. Organized on the principle of maximum decentralization and minimal overhead bureaucracy, it would be administered mainly at the state and local level.

Overseeing this nationwide service network would be a public Corporation for National Service patterned on the Corporation for Pub-

MODEL OF ADMINISTRATIVE ORGANIZATION FOR NATIONAL SERVICE

AS PROPOSED BY CHARLES MOSKOS


Federal Government
Corporation for National Youth Service
VISTA
Peace Corps
Signature Programs
State and Local Youth Corps
Conservation Corps
Sponsors:
State & Local Agencies
Schools & Hospitals
Nonprofit Organizations
Youth Energy Corps
Police Corps; Teacher Corps
Public Beneficiaries

SOURCE: CHARLES MOSKOS, *A CALL TO CIVIC SERVICE.*

lic Broadcasting. Congress would appropriate funds for the corporation, which would award grants to state and local service programs. While the corporation would set broad guidelines regarding pay, the kinds of services to be performed, the prevention of job displacement and other basic policy questions, state and local community service boards would have wide discretion to identify pressing social needs, screen volunteers and assign them to sponsors.

Operating no programs itself, the corporation would coordinate the few (like the Peace Corps and VISTA) administered by federal agencies. It would also investigate abuses and act as a clearinghouse for information about public service initiatives. Appointed by the president and Congress, its governing board would include representatives of business, unions, education, state and local service agencies and the private nonprofit sector.

Administrative cost-sharing is critical to giving all participants a stake in the Citizens Corps' success. We recommend a 75-25 split between federal and state and local contributions. Local costs can be at least partly recouped by assessing sponsors a small fee for each volunteer they employ—a requirement that will also discourage the creation of unnecessary "make work" jobs.

In short, broad-based national service cannot simply be legislated into existence: it must be woven gradually into the pattern of our daily lives. Before the idea becomes widely accepted, people need to see how national service would work in practice, in their communities. Local experiments in public service should be launched, refined, perfected and expanded if they succeed or terminated if they fail. Like so many tributaries, they should feed into a broad current of national service experience.

In this way, the initial costs of national service can be kept manageable. However, we do not minimize the magnitude of either the costs or the social changes that a full-blown network of national service implies.

WHAT WOULD NATIONAL SERVICE COST?

With few precedents to go by, it is difficult to estimate the cost of national service. Our figures are based on what existing public service programs cost as well as calculations and assumptions developed by Moskos, Danzig and Szanton, and others. Admittedly inexact, they nonetheless indicate the magnitude of likely costs.

Basically, the Citizens Corps would entail two kinds of costs: administrative (including overhead and pay) and post-service (vouchers). The former would be borne by federal, state and local governments as well as private agencies that sponsor and employ volunteers. The latter would be borne by the federal government alone.

In weighing costs, the key variable is how many people participate. For the purposes of this exercise, we shall assume a Citizens Corps of 800,000 volunteers—100,000 citizen soldiers, 100,000 full-time slots for retirees and 600,000 young civilian servers.

Calculating post-service costs is straightforward. Assuming no attrition, the cost of awarding civilian service vouchers worth $10,000 each to 600,000 youths is $6 billion a year. Providing a $12,000 military service voucher to 100,000 citizens soldiers would add $1.2 billion, for a total annual cost of $7.2 billion.

In comparison, existing federal student aid programs cost Washington nearly $8.3 billion each year. We would eliminate the grant programs altogether. And because our proposal would limit the guaranteed loan and work study programs to national service veterans (who would also have to meet an improved needs test) we can expect participation rates to drop significantly. Thus, at the level of participation contemplated here, the cost of providing post-service vouchers would be largely and perhaps entirely offset by savings from the existing federal student aid programs.

Let us now turn to the more complicated question of administrative, overhead and salary costs, which will be shared by various levels of government and private organizations that use national service volunteers.

Since citizen soldiers would change only the composition of the All-Volunteer Force, not its overall size, they would not add new salary or administrative costs to the military budget. On the contrary, the Defense Department may well realize savings in reduced salaries and benefits. Citizen soldiers would be paid half what career soldiers receive; they would not get enlistment and re-enlistment bonuses; they would require fewer family-related expenses, such as off-base housing; and, they would not receive military pensions. Further savings would also result from lower attrition rates and a reduction in the number of soldiers in higher pay grades.

Conversely, shorter enlistments and an influx of enlistees directly into the reserves would lead to higher per capita training costs. Nonetheless, we believe that the savings associated with citizen soldiers are likely to exceed the costs. Moreover, by broadening the military's training base, the U.S. would be able to mobilize more manpower should the need arise. That capability, in turn, would buttress our conventional strength and policy of deterrence.

Retirees who volunteer for national service would be paid an hourly wage and would not receive a post-service benefit or health insurance. At say, $5 an hour, a member of the Senior Citizens Corps who works full-time for one year could earn as much as $10,400. With the exception of staff positions with the Citizens Corps itself, however, we recommend that part-time work be emphasized in order to make room for more retired enlistees. Figuring 100,000 full-time slots, the annual cost would be $1.4 billion.

It is difficult to generalize about pay and overhead costs arising from civilian service since the remaining 600,000 youths will be engaged in a variety of programs and tasks. Conservation corps, for example, often include education and training for volunteers and require more intensive supervision. On the other hand, volunteers could be absorbed into the public school system more cheaply since there is already a supervisory structure in place.

For new civilian service positions, we propose a weekly stipend of $100. Adding health and life insurance to such a stipend, Moskos figures that the basic yearly compensation for a civilian volunteer would be about $6,500. Including the cost of supervisory staff, he arrives at a benchmark estimate of $9,000 per national service slot per year. That, he notes, is close to the total average cost per VISTA volunteer. For residential programs, in which volunteers are also provided room and board, Moskos estimates costs at $16,000 per slot.

Under these assumptions, 100,000 new conservation positions, split 75-25 between non-residential and residential slots, would cost almost $1 billion a year.

Using the California Conservation Corps as a model, Danzig and Szanton estimate that each additional conservation position created would cost $20,000 in residential programs and $14,000 in non-residential programs. Those estimates, however, are predicated on the minimum wage (which amounts to over $7,000 yearly) rather than the smaller weekly stipend the Citizens Corps will pay.

The Citizens Corps would give existing conservation programs the option of continuing to pay volunteers at the minimum wage. Corps members' vouchers would be reduced correspondingly so that all civilian volunteers receive the same overall benefit from national service.

According to Danzig and Szanton, expanding the Peace Corps to 15,000 volunteers (from roughly 5,500) would cost approximately $200 million a year. Because VISTA volunteers require less training and support services and no long-distance travel, expanding that program to 15,000 (from over 2,000) would cost less, about $110 million. Expansion of these programs would thus account for about 23,000 new national service positions for a total cost of $310 million (all figures exclude the cost of post-service benefits).

Using Moskos' benchmark of $9,000 per volunteer, compensation and supervisory costs for the remaining 477,000 civilian service positions would come to approximately $4.3 billion annually. Finally, Moskos estimates the annual cost of federal administration, through a new Corporation for National Service, at $30 million and he budgets an additional $30 for advertising.

So looking at administrative, overhead, supervisory and compensation costs, and assuming that citizen soldiers will add no new expense, a Citizens Corps with 700,000 civilian volunteers would incur the following estimated costs:

Senior Citizens Corps (100,000 positions)	*$1.400 billion*
Conservation Corps (100,000 volunteers)	*$1.000*
Peace Corps (10,000 new volunteers)	*$ 200*
VISTA (13,000 new volunteers)	*$ 110*
New Slots (477,000 volunteers)	*$4.300*
Federal Administration	*$ 30*
Advertising	*$ 30*
Total:	*$7.070 billion*

Assuming that a quarter of this total ($1.8 billion) will be shared by state and local agencies and private sponsors, the total federal cost would come to $5.3 billion. Since the cost of post-service vouchers would be offset by changes in existing federal student aid programs, that figure represents the net cost to Washington of a full-blown Citizens Corps of 800,000 volunteers.

In truth, however, any effort to forecast the costs of national service is problematic. Different service programs will require different kinds of supervision, overhead and training. Some will be federally administered; many more will be run by state and local agencies. No one can predict how many volunteers will be sponsored by private charitable and social service organizations. There will be attrition. And matching youths to the tasks best suited to their individual needs and abilities will require judicious screening.

Nonetheless, certain conclusions about costs can be drawn. Moskos observes in his book, "Although prediction of exact dollar figures in such a large and untried program is a risky enterprise, the general principles of cost accounting of national service are clear. Costs are higher to the degree that programs are more residential, managed by public agencies, directed toward at-risk youth, and staff intensive. Correspondingly, costs are lower to the degree that national service is non-residential, managed by non-profit organizations, and untargeted with a low staff ratio."

A final consideration concerns "opportunity costs," or the costs of investing time and resources in national service rather than something else. As Danzig and Szanton note:

"The question of whether some form of national service should be adopted cannot be answered by examining national service alone. A comparative judgment is involved. The value of national service, for its participants and for the country, would depend significantly on its opportunity costs—that is, on the nature and value of the activities in which its participants otherwise would have been engaged."

WEIGHING COSTS AND BENEFITS

The likely costs of large-scale national service are high and can only be justified by the expectation that the returns will be greater. Many will be readily apparent: a more comprehensive system of child care, better supervision in schools, fewer illiterate citizens, safer streets, better housing, cleaner parks. In effect, the Citizens Corps will multiply the number of volunteers available to help our hospitals, courts, charities, clinics, libraries and other civic institutions better serve the public interest.

Far more difficult to measure is the intangible value that national service would create. Who can put a price tag on a mother's relief that her children are safe and in reliable hands while she is at work? How do we appraise in monetary terms the skills and insights that older volunteers can pass on to their grandchildren's generation? Tending for

PHOTO: THE WASHINGTON HOSPITAL CENTER

According to Richard Danzig and Peter Szanton, authors of *National Service: What Would It Mean?*, as many as 750,000 national service volunteers could be put to work as health care aides in hospitals, clinics, outpatient facilities, home care programs and other health settings.

the sick, the disabled and the aged; helping disadvantaged youths overcome obstacles to opportunity; making our public institutions more efficient and responsive; assuring decent shelter for homeless citizens; fostering development and earning good will for America abroad—no static cost-benefit analysis can capture the manifold public good that would flow from a broad national commitment to public service.

In a 1985 study of the California Conservation Corps, Public/Private Ventures noted that public goods and services are difficult to value for two reasons: "First, they are not transacted directly on the market, so there is no market price that can be used as a proxy for value. Second, even when a market price can be established—such as the price another supplier would charge to do the same work, or the cost of a similar private good—this price may capture only part of the product's value to society."

Nonetheless, after using five methods to assess the value of the CCC's work, Public/Private Ventures concluded that the program "does millions of dollars of work each year" and that all but one method showed that the value of that work exceeds the program's costs. In another study of the California program, the Human Environment Center estimates that it yields benefits of $1.60 per $1 spent. Likewise, the Pennsylvania Conservation Corps reports that the program returns $1.36 for every public dollar invested. According to a study (Mallar, 1980) of the Job Corps, which provides intensive training to about 40,000 disadvantaged youths a year at an average cost of $14,000 per participant, the program returns $1.40 for every dollar invested.

Moreover, programs like these that are geared to the special needs of participants typically require intensive supervision and instruction, and therefore are more expensive than other community service efforts.

In assessing the true value of national service, the question of cost avoidance is crucial. Many of the tasks we envision for volunteers are targeted on conditions like poor education and the lack of adequate child care, which, if not tackled now, will engender much larger societal problems later. By mobilizing Americans to attack corrosive social ills at their roots, national service can save us billions of dollars in remediation costs down the road.

For example, there is a high correlation between illiteracy and low income, unemployment, public assistance and crime. Surely an intensified national effort to wipe out illiteracy is a sound investment if it will rescue disadvantaged youths from meager opportunities, dependence and illicit behavior—and thereby spare society higher costs for unemployment assistance, welfare, police and prisons.

With at least 17 million adults believed to be functionally illiterate, the United States will have trouble competing in a world economy that puts a premium on human brainpower and adaptability. Already, the costs of neglect are enormous: according to the National Education Association, U.S. businesses spent more than $4 billion in 1985 to train poorly educated youths in the basic skills necessary to handle entry-level jobs.

In addition to improving our immediate ability to deliver human services to citizens in need, and thus prevent larger social problems down the road, national service represents a long-term investment in America's human capital.

For many young people, the road to college and wider horizons will lead through the Citizens Corps. For them and for society, college scholarship aid is money well spent: the average college graduate can expect lifetime earnings about $640,000 greater than someone who didn't go to college, and $460,000 more than someone who started college but did not finish.

National service can also help those who are not college-bound to prepare themselves for the demands of a fast-changing global marketplace. These citizens also deserve a chance to acquire vocational education and job training, to hone their productive skills and their ability to add value to the goods and services that America produces.

Finally, the Citizens Corps will help young people realize the quintessential American dream of owning a home. By itself, national service cannot solve the nation's housing crisis—ultimately that will require expanding housing stock. It can be part of the solution, however, by helping families on the margin to collect enough money for down payments. Central to the DLC's vision of democratic capitalism is the conviction that strong communities are anchored in home ownership.

Like the G.I. Bill, the Citizens Corps would be a prudent investment in a more productive and democratic society—a society that takes care of its own and offers everyone a chance to partake in our nation's prosperity. Moreover, in the current period of fiscal stringency, national service may well be the only politically feasible way to make new public investments in our collective future.

PAYING FOR NATIONAL SERVICE

National service is not cheap. Yet as Democrats, we believe public investments that develop America's human capital are essential to our nation's long-term prosperity and strength. But we also know that the need for new investments must be reconciled with another national imperative: getting the federal deficit under control.

The DLC believes deficit reduction efforts should follow three guidelines:

1) Cut government spending first.

2) Raise taxes only after a genuine effort has been made to restrain non-essential spending.

3) As the deficit declines, reorder budget priorities toward investments in people—in their education, well-being and productivity.

In keeping with these guidelines, we favor financing the Citizens Corps by trimming existing spending (including tax subsidies or expenditures) rather than raising taxes or adding to the deficit. Old spending should be pruned to make room for new investments. However, if new taxes are necessary, they should be progressive and designed to discourage consumption.

In a trillion-dollar federal budget, there are many ways to achieve $5 billion in annual savings. Future spending on all programs should be considered as candidates for restraint, except those for the poor. By way of illustration, here are some sample options for spending and tax subsidy cuts prepared by the Congressional Budget Office (dollar figures indicate cumulative five-year outlay savings):

★ Further limit the tax subsidy for business meals and entertainment, lowering the amount of deductible expenses from 80 to 50 percent ($18.4 billion).

★ Adopt a fee schedule for reimbursing doctors under medicare, with the spending cap set by growth in GNP ($23 billion).

★ Close selected military bases and consolidate some depot and warehouse operations ($1.2 billion).

Taken together, these actions would make room in the federal budget for national service and accelerate the pace of deficit reduction. However, there is nothing sacred about this particular list and the same result could be achieved in countless other ways. The point is simply that, given the political will, we are confident that resources can be freed to finance the Citizens Corps.

Some Considerations

While national service is highly appealing in the abstract, attempts to design a concrete plan quickly encounter a host of serious obstacles and objections. Some skeptics fear that a national service program would be too costly and engender a massive and intrusive bureaucracy. Others think national service would be unfair, inevitably imposing a heavier burden on the poor than the rich. Unions worry that participants in public service programs could displace full-time workers or undercut wages. And citizens of a libertarian bent object on philosophical grounds, arguing that national service implies a degree of coercion and collectivism that is at odds with traditional American liberties and individualism.

There is some validity to all these concerns, and proponents of national service must forthrightly address them. The deeper question, though, is whether Americans can rise to the challenges of a new social and economic era without a renewed awareness of the obligations we owe to each other and to society. How long can we tolerate mediocre public schools and still hope to excel in economic competition? How long can we ignore illiteracy and related social pathologies and still hope to build a workforce of world-class skills and versatility? How long can we exempt our most privileged sons and daughters from public service, and still afford to pay others to defend us and meet essential social needs?

Certainly national service will cost money, but we believe it will just as surely produce immeasurable social gains, both in terms of meeting public needs and developing a well-educated, well-trained and well-housed citizenry. Likewise, some central organization will be needed to oversee and set broad policy on national service, but the Citizens Corps would be administered mainly at the grass roots, with local agencies and private, non-profit organizations in charge of screening, placing and supervising volunteers.

Two other frequently raised concerns about national service also bear mention:

★ Job Displacement

As Democrats, we share organized labor's concerns about job displacement. But considering the number and nature of jobs that need to be done, we believe that it should be possible to fashion a comprehensive plan of voluntary service without threatening the livelihood of American workers in public or private employment.

Under the Citizens Corps, civilian service will focus on those social needs for which neither private business nor the non-profit and public sectors has yet to supply adequate remedies. The former will not be permitted to employ volunteers; the latter will be able to use enlistees as supplements to—not substitutes for—their regular work force. The Citizens Corps will not offer employers a chance to cut labor costs by dipping into a new pool of low-paid volunteers.

To allay fears of job displacement, there needs to be close and continuous consultation with public and private labor organizations as national service goes into effect. Labor's representatives should sit on the national corporation that oversees the Citizens Corps, as well as on local authorities that assign volunteers, young and old, to civilian tasks.

The Minnesota Youth Service offers a model of cooperation between labor and public service programs. Labor was involved at the outset, having representatives on the task force that developed the proposal and on the advisory board that will help oversee operations. The law establishing the Minnesota program requires that the American Federation of State, County and Municipal Employees (AFSCME) be consulted on project selection at the state and local level.

★ Equality of Sacrifice

Simple fairness and prudence alike require that the burdens of citizenship in a democracy be shared and shared equally. Like most people, Americans are much more inclined to make sacrifices for their country if they know that others are making them too.

In a free society anchored in the concept of individual rights, there are limits on how far government can go to ensure perfect equality of sacrifice. Only if it were mandatory and universal could national service impose a roughly equal burden on all citizens. We doubt, however, that the American people would accept such a coercive and intrusive—not to mention costly—program.

In our view, voluntary national service strikes a more acceptable compromise between individual freedom and discretion and the civic ideal of shared sacrifice. We believe that through the combined use of financial incentives and moral suasion, a voluntary program such as the Citizens Corps would draw a broad and increasingly representative slice of our nation's youth to the enterprise of public service.

We would apply a single standard for all who seek federal student aid: serving at least one year in the Citizens Corps. With the exception of severely handicapped or otherwise incapacitated people, all young Americans—rich, poor and inbetween—would receive such aid only if they performed national service.

A voluntary program cannot be perfectly fair. Doubtless there will be youths from wealthy families who skip national service and thereby get a head start on their less privileged peers. However, it should be possible to mitigate this advantage by building into certain public policies a presumption in favor of national service volunteers. For example, publicly supported universities and vocational/technical institutions should include national service among the criteria used to evaluate applicants. Like veterans, national service volunteers could also receive preferential consideration in applying for public jobs or seeking government contracts.

★ ★ ★

CHAPTER FOUR

CONCLUSION

THE MORAL EQUIVALENT OF WAR

The debate on national service is not new. In his famous 1910 essay, "The Moral Equivalent of War," William James proposed that young Americans be conscripted into "an army enlisted against Nature":

"To coal and iron mines, to freight trains, to fishing fleets in December, to dish-washing, clothes-washing, and window-washing, to road-building and tunnel-making, to foundries and stoke-holes, and to the frames of skyscrapers, would our gilded youths be drafted off, according to their choice, to get the childishness knocked out of them, and to come back into society with healthier sympathies and soberer ideas."

Searching for a way to separate the "martial virtues" from militarism, James argued that obligatory national service could act as a "moral equivalent of war" in fostering discipline, hardiness and self-sacrifice.

Nearly 80 years later, the idea of national service retains its hold on the popular imagination. Its enduring appeal reflects a yearning for the solidarity and unity of purpose that we normally experience only in times of crisis. National service appeals as well to our sense of justice and fair play by implying a more equitable sharing of the burdens of citizenship. Its current popularity also rests on the realization that as America strives to maintain its position of global leadership, our prosperity and strength depend on how wisely and efficiently we use our greatest national resource—our people.

In proposing the Citizens Corps, the DLC seeks, in James' phrase, "to inflame the civic temper" in America. Rather than impose public service on all, however, we believe that voluntary enlistment in either military or civilian service, strongly encouraged by G.I. Bill-style benefits, best suits the American tradition of individual choice and freedom.

Nonetheless, a broad-scale program of national service would profoundly alter the character of our society. Like the public school system, it would break down social barriers by bringing Americans of different backgrounds into closer and more frequent contact with each other. It would encourage citizens to serve each other and rely less on the impersonal agency of government to solve their problems. It would build social solidarity and counteract forces in our pluralistic culture that engender anomie and alienation.

A move toward national service is a step away from the prevailing ethos of entitlement—the notion that any segment of society has a permanent right to favors and privileges bestowed by government. Excepting the poor and infirm, we believe public benefits should be earned, not given. In place of a politics based on group interest and ever-expanding entitlements, we would substitute a new social compact based on reciprocal obligation and civic duty.

Like the phenomenally successful G.I. Bill, the Citizens Corps would be a vehicle of upward mobility for millions of young Americans, opening to them such possibilities as a college education, vocational training and expertise or home ownership. It would offer retirees work, supplemental income and a chance to pass on to others knowledge and wisdom acquired over a lifetime. And it would dramatically expand our ability—without creating a vast new public bureaucracy—to deliver services in such crucial areas of human need as health, education, public safety, housing and conservation.

In short, national service would enhance the role of ordinary citizens in solving our nation's problems. It would buttress the local civic and community resources that act as intermediaries between the citizen and the nation. In this way will citizens be encouraged, in Tocqueville's phrase, to "practice the art of government in the small sphere within their reach."

A rite of passage, a ticket to advancement, a first job, a bulwark of our national strength, an emblem of citizenship, a nationwide social support network, a source of civic pride and improvement, a useful way to spend part of one's retirement, a route to self-discipline and maturity—national service can be all of these things. It should be woven gradually but inexorably into the fabric of our everyday lives.

Like any radical departure from the status quo, national service is bound to encounter inertia and opposition. Some will assail it as a costly boondoggle; others as a threat to our liberties. Some will object to the military service option, fearing that it portends a return to a large-scale draft. Others will say that the American people are too self-absorbed to put some vague vision of the common good ahead of their own private pursuits.

We think such critics misjudge the public temper. The American people understand that our nation's progress has been built on cooperation as well as self-reliance and they have never failed to make the sacrifices necessary to defend and preserve our democracy. They know that America is truly a union, not just a place where millions of atomized individuals act out their private destinies.

In 1960, John Kennedy defined his New Frontier not as a set of promises, but as a set of challenges to the American people. Today, a new generation of Democrats must again challenge Americans to look beyond their immediate self-interest to the broader concerns of our republic.

We are confident that the American people will respond to a new summons to civic duty and national purpose—if only our leaders have the courage to sound it.

* * *

APPENDIX A

NATIONAL SERVICE ABROAD

The U.S., Great Britain and Canada are unique among the world's democracies in not requiring some form of national service as a condition of citizenship. While circumstances vary from country to country, in general, males are required to perform military duty (or, in some cases, an alternative form of service) in most western nations and in many developing countries as well.

In **France**, for example, all men register at 18 for one year of compulsory national service which must be completed before age 22. They are given three service options: military, domestic civilian or overseas civilian service.

Denmark registers all males at birth and selects by lottery approximately 40 percent of the 19-year-olds to serve for nine months. In Spain, 19-year-old males register for 18 months of mandatory service when they turn 21. Exemptions are made for sole sons.

West Germany's national service experience is particularly instructive, as it includes an alternative civilian component. Young men who are drafted for a 15-month term in the armed services may instead choose to serve three years with the police or border patrol, two years with an overseas service program akin to the Peace Corps, or a part-time and unpaid commitment to civil defense and disaster relief over a 10-year period.

In 1983, Germany created another civilian service option, Zivildienst , for conscientious objectors. Those who declare as conscientious objectors must serve a term one-third longer than military service (now 20 months) in Zivildienst , though they are paid roughly the same as soliders.

Nearly 60,000 young men serve in the program which, according to Moskos, "has come to play an integral role in the delivery of human service in West Germany" despite an already extensive social welfare system. Objectors are typically assigned to tasks in hospitals and sanitoriums, nursing homes, the ambulance corps, day care, and to other positions in welfare and social work.

Thus Germany has gone farther than any other country toward establishing a large-scale peacetime civilian alternative to military service. While its national service system is mandatory, the civilian component can perhaps offer a model for similar voluntary service projects in the United States.

APPENDIX B

U.S. STUDENT AID PROGRAMS

Under the Citizens Corps, national service vouchers would replace college grants. Student loans and work study programs would be limited to those who both perform national service and meet an improved needs test. These changes would affect the following major student aid programs run by the U.S. Department of Education:

- ★ **Pell grants.** Nearly three million youths from low-income families receive Pell grants each year. The maximum annual grant is $2,100; the average is about $1,300. The program cost $3.8 billion in 1987.

- ★ **Supplemental education opportunity grants.** About 700,000 needy college students receive supplemental grants of up to $4,000 a year, with the average award being about $550. 1987 cost: $497 million.

- ★ **College work study.** The work study program provides part-time work for about 800,000 undergraduate and graduate students each year. 1987 cost: $656 million.

- ★ **Perkins loans (formerly national direct student loans).** This program provides direct, low-interest (5 percent) loans to needy students through a school's financial aid office. About 835,000 students received loans in 1986. 1987 cost: $268 million.

- ★ **Guaranteed student loans.** There are three types of GSLs: 1) low-interest (eight percent) loans to students; 2) supplemental loans to students at a maximum interest rate of 12 percent; and 3) loans to the parents of students, also at a maximum rate of 12 percent. In 1987 this program cost the federal government over $3 billion and generated about $9 billion in loans. Some 4.3 million people have guaranteed loans outstanding. The government expects defaults to total $1.6 billion in 1988; altogether, $6 billion is in default.

APPENDIX C

NATIONAL SERVICE MODELS AND PROPOSALS

> "FOR PERSONS WHOSE CONCERN IS MILITARY MANPOWER, YOUTH UNEMPLOYMENT OR BETTER SOCIAL SERVICES, SOME FORM OF NATIONAL SERVICE REPRESENTS A POSSIBLE SOLUTION TO A PARTICULAR PROBLEM. BUT TO THE GENERAL PUBLIC, NATIONAL SERVICE SEEMS ATTRACTIVE FOR ITS POTENTIAL TO ACCOMPLISH SO MANY ENDS AT ONCE."
>
> RICHARD DANZIC AND PETER SZANTON,
>
> *NATIONAL SERVICE: WHAT WOULD IT MEAN?*

In the abstract, national service has great intuitive appeal. Attempts to work out a detailed program, however, often founder on the variety of expectations that the idea of national service inspires. Still, many have doggedly pursued this difficult challenge and we would like to acknowledge our debt to the following individuals and groups who have labored diligently to advance the national service debate.

In one of the most thorough examinations of the subject, *National Service: What Would it Mean?*, authors Richard Danzig and Peter Szanton rehearse basic arguments for and against national service, postulate in great detail four model programs and conclude with 13 judgments they consider central to thinking about national service.

Among their chief conclusions are that there is plenty of useful work for national service participants to do; that national service is expensive and may not be the most cost-effective way to accomplish many tasks; that it is a poor solution to youth unemployment; that large-scale implementation would be difficult; and, that experimentation is needed. The authors are skeptical that national service can improve the quality or representativeness of the military. The Danzig and Szanton models are as follows:

Model 1: School-based service. This program offers federal support for states that choose to establish public service requirements in high school. In order to receive their diploma, high school students would have to perform 240 hours of unpaid civilian service, or three months of basic military training. Civilian service might include child and health care assistance and environmental work.

The authors estimate that the costs of a nationwide program involving 3.2 million students would range between $690 million and $2.3 billion, depending on how volunteers were put to work. The federal government would foot 75 percent of the civilian service bill and 100 percent of the military service bill.

Model 2: Draft-based service. This model restores a two-year military draft and adds a two-year civilian service alternative. "Draft calls would expand to whatever levels were necessary to meet military requirements, given the proportion of conscripts choosing civilian service."

Each year, 320,000 19-year-old males would, upon being drafted by lottery, choose to enter either military or civilian service, with the expected split being 50-50. Civilian servers would choose between assignments approved as socially useful by a federal agency, most likely in health care, child care, and conservation. In order to assure sufficient military enrollment, the president could at any time remove the civilian alternative or adjust the ratios of military to civilian pay. Costs are estimated at $4.2 billion annually.

Model 3: Voluntary service. This program would establish a federal conservation corps and expand the Peace Corps, VISTA and state and local programs to provide 180,000 civilian service positions for interested youths. The organization heading the civilian program would also take over advertising and recruitment for the military. Danzig and Szanton estimate such a program would cost $2.6 billion a year, split roughly evenly between Washington and state and local agencies.

Model 4: Universal service. The most comprehensive of the models, this one would require all citizens over 18 to perform one year of civilian or military service or pay a five percent surcharge each year on their federal income tax. Citizens could delay their service as long as they like, or never perform it—but they would have to pay.

Danzig and Szanton believe that Model 4 would best meet the larger expectations of national service and fundamentally change the character of our society. However, they question whether it would be the most sensible or effective way to apply our financial or human resources to public needs. While acknowledging that their estimates are necessarily crude, they predict that a full-blown program of universal national service would cost $28 billion a year.

In 1980, the **Carter Administration's President's Reorganization Project** published a major study of national service. It analyzed four national service prototypes on the basis of five considerations: 1) constitutionality; 2) administrative feasibility; 3) cost; 4) impact on the armed forces; and 5) equity. The prototypes are as follows:

★ **Voluntary Broad-Based National Service.** This proposal creates new civilian service opportunities and expands existing programs like the Peace Corps and VISTA, but also includes the option of voluntary military service.

★ **Compulsory Broad-Based National Service.** This alternative would draft all youths for national service in either a military or civilian capacity. Deferments or exemptions would be available only for such reasons as economic hardship, institutionalization, and ill-health.

★ **Voluntary Targeted National Service.** This model aims at attracting a small, selected population into a service program of more modest scale. While most targeted programs focus on disadvantaged youths, no such limit is envisioned here.

★ **Compulsory Lottery-Based National Service.** This model limits the scope of compulsory national service by randomly selecting smaller numbers of participants. The President's Reorganization Project report called this option the most promising of the four proposals.

Roger Landrum and **Frank Slobig**, co-directors of Youth Service America, are leading advocates of the "bottom up" approach to national service. Their strategy is to encourage the proliferation of grassroots, decentralized community service programs that do not raise public fears of government "schemes and large bureaucracies."

Youth Service America maintains a community service information network and provides planning and technical help for state and local programs. It works with program operators and advocates at four levels: the full-time state and local service corps: high school-based programs; college- and university-based programs; and the Peace Corps and other federal nonmilitary programs.

In deliberate contrast to more sweeping, top-down national service plans, Landrum and Slobig seek to root youth service gradually in the nation's political culture. Their vision of national service begins in elementary school and continues through post-graduate education. Their ultimate goal is the spread of state, local and voluntary federal youth service programs to the point that participation in them becomes universal for American youth.

According to Youth Service America: "Whether mandatory or voluntary, what's important is that a period of sustained service should become an expected rite of passage into adulthood and a step towards responsible citizenship for all America's young people. And they are more likely to gravitate voluntarily towards an ethic of service if more community service programs are available to them during their high school, college or post-diploma years."

Donald Eberly, a leading national service advocate for the past 30 years, is founder of the **National Service Secretariat** (NSS), a clearinghouse of information about national service. Its proposals in the late 1960s for voluntary youth service were among the first to envision national service as an alternative to the draft.

Eberly also plays a prominent role in the **Coalition for National Service**, which supports state and local service initiatives and attempts to build public support for a set of guiding principles for national service proposals. The Coalition has proposed that national service legislation be enacted in steps, starting with the most limited service plans and proceeding gradually to the broadest in scope. Above all, Eberly stresses spot testing of proposals before full-scale implementation.

Dr. Charles Moskos, a sociologist at Northwestern University, sees national service as the next step in an evolutionary progression from the draft to the volunteer army to a broader conception of civic duty.

In his forthcoming book, *A Call to Civic Service,* Moskos presents a voluntary military and civilian national service program on which the DLC proposal is substantially modeled.

At the heart of his proposal is an exchange: youths who volunteer for national service would, in return, receive public aid for their college education or vocational training. This civic contract would replace the current student loan program, which would be phased out.

Moskos projects a volunteer force of one million young men and women each year, of which about a fourth would join the military. His plan would reorganize the armed forces into a two-tiered system that distinguishes between the "professional soldier" who looks to the military as a lifetime occupation, and the "citizen soldier" who volunteers under the aegis of national service.

Career soldiers would be required to enlist for an initial period of four years and would be encouraged to continue with significant pay increases upon reenlistment and throughout the promotion ladder. Citizen soldiers would volunteer for two years of active duty and be paid two-thirds the salary of a similarly ranked career soldier. A post-enlistment reserve obligation of three to four years would follow.

The 600,000 youths who choose civilian service could work in day care centers, correctional institutions, conservation projects and nursing homes. Moskos recommends creation of a National Corporation for Youth Service, modeled on the Corporation for Public Broadcasting, to funnel federal dollars to state and local service agencies. He estimates the total annual costs for civilian servers (excluding education benefit costs) at $7 billion, with the federal government's share at $5.7 billion.

NATIONAL SERVICE ON CAMPUS

Many colleges and universities also encourage their students to perform public service under the auspices of **Campus Compact.** A project of the Education Commission of the States, Campus Compact is chaired by three prominent university presidents: **Father Timothy Healy** of Georgetown, **Donald Kennedy** of Stanford and **Howard Swearer** of Brown. It works with more than 140 colleges and universities to develop student community service programs, find financial backing for them and place the issue of youth service on the national agenda.

Also promoting national service on college campuses is the **Campus Outreach Opportunity League** (COOL), a non-profit organization that trains a network of volunteers to assist students at college campuses in setting up public service programs.

APPENDIX D

NATIONAL SERVICE LEGISLATION

The idea of national service is also gaining momentum in Congress, where a welter of legislative proposals has been introduced. They run the gamut from sweeping measures intended to erect a nationwide program to much more modest proposals to expand existing community service efforts. National service legislation in the 100th Congress includes:

The National Service Act (H.R. 1479). Introduced by **Rep. Dave McCurdy (D-OK)**, this bill embodies the main outlines of the Moskos proposal. It would phase out existing federal student aid programs over two years, after which only youths who serve either one year in civilian service or two years in the military would qualify for post-service benefits under the G.I. Bill.

Under McCurdy's plan, participants volunteering for military service would work for two years at 50 percent of the standard pay rate for their rank, after which they would be eligible for the same education benefits granted veterans under the G.I. Bill. Civilian workers would fill positions determined by individual states for one year, for which they would receive a salary plus room and board. They would then be eligible for 60 percent of the veterans' benefits. The bill is designed to cost no more than the student aid programs it supersedes.

Voluntary National Service and Education Demonstration Program (S. 762). Introduced by **Sen. Claiborne Pell (D-RI)**, this bill has two parts. The first would provide $30 million a year for five years to test voluntary service. High school graduates aged 16 to 25 would be paid a stipend of $600 a month for up to two years of community service and would qualify for educational support of $250 per month plus tuition. No person could receive more than $7,200 each year, except military servers who would also be eligible for existing G.I. Bill benefits as an extra incentive.

The second feature of Sen. Pell's bill is a Peace Corps training and education demonstration program that would establish a five-year, $5 million program akin to the current ROTC program. Students who enter the training program and agree to serve in the Peace Corps for two years upon graduation would receive education benefits. Enrollees in this program would also during their junior and senior years spend summers working in American urban and rural poverty areas. **Rep. Con-**

nie Morella (R-MD) has introduced a House companion (H.R. 2632) to this measure.

Commission to Examine the Issues Associated with National Service, (H.R. 1468). Introduced by **Rep. Robert Torricelli (D-NJ),** this bill would create a federal commission to undertake a wide-ranging study of national service. Commission members would be appointed by the president, the Speaker of the House and the Senate Majority Leader.

Rep. Torricelli also has proposed another bill (H.R. 2225) that is the most sweeping national service proposal to date. It would require each citizen over 18 to perform one year of military or civilian service before turning 25. This bill does not provide funding but is intended to be a starting point for debate on national service legislation.

Higher Education Volunteer Amendments (S. 759/760, H.R. 2156/2157). **Sen. Dale Bumpers (D-AR)** and **Rep. Gerry Sikorski (D-MN)** have introduced two companion bills in the Senate and House that tie repayment of student loans to service in charitable and community service organizations.

The first measure directs the Department of Education to publicize an existing program under which college graduates serving as full-time, low-paid employees with tax-exempt organizations may *defer* payments on their student loans. Although begun in 1980, the program remains obscure and has therefore been underused. The second Bumpers-Sikorski bill would supplement the current program by partially forgiving repayment of student loans in exchange for service. Fifteen percent of the loans would be canceled for the first and second year of service; 20 percent for the third and fourth.

The Voluntary National Service Act (H.R. 460). Introduced by **Rep. Leon Panetta (D-CA),** this bill would provide 50-50 matching federal grants to state and local youth service programs. Young people could choose among a wide array of service opportunities for full-time work, from a minimum of six months to a maximum of two years.

American Conservation Corps Act (H.R. 18, S. 27) **Rep. Morris Udall (D-UT)** and **Sen. Daniel P. Moynihan (D-NY)** have proposed an American Conservation Corps modeled on the Depression-era Civilian Conservation Corps. (This bill narrowly passed Congress in 1984, but was vetoed by President Reagan.) Youths between the ages of 16 and 25—especially disadvantaged youngsters—would be encouraged to volunteer for up to two years of environmental work on federal and state and occasionally private lands. The proposal earmarks $75 million in federal funds for FY88-90, supplemented by state matching funds for work projects on state land.

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VOLUNTEER 2000 STUDY:

VOLUME I

FINDINGS AND RECOMMENDATIONS

ADVANCE COPY

American Red Cross

American Red Cross **National Headquarters**

To National Volunteer
Conference Participants

Date November 21, 1988

From Charlotte J. Lunsford
Gil Tills

Subject Advance Copy of
Volunteer 2000 Study

For purposes of the National Volunteer Conference, we are very pleased to send you this advance copy of Findings and Recommendations of the Volunteer 2000 Study. We look forward to seeing you at the conference later this month.

You should be aware that the recommendations contained in this volume will be carefully considered and prioritized by the recently formed Volunteer 2000 Study Implementation Committee. The initial meeting of the committee will be November 29, the day before the conference opening. Committee members will be very active during the conference and will be looking for your ideas regarding implementation strategies.

The final, edited Findings and Recommendations will be sent to chapters and others as soon as available.

In the meantime, we ask that you review the enclosed material before the conference and bring it with you for use during the conference.

Again, we look forward to seeing you at the conference.

Gil Tills
Chief Operating Officer

Charlotte J. Lunsford
Charlotte J. Lunsford
National Chairman of
Volunteers

cc: Chapter Chairmen/Managers
    Key Resource Chapters
  Chapter Chairmen/Managers
    Other Chapters With Registered
    Conference Participants

EXECUTIVE SUMMARY

SECTION I: INTRODUCTION

This volume presents a range of critical findings and issues in volunteerism and volunteer administration confronting the American Red Cross now and into the next century, and proposes a series of recommendations (presented at the end of each section) to enhance volunteer involvement and development within the organization, and to assure a role for the Red Cross as a leader within the nonprofit sector for the enhancement of volunteerism. The recommendations recognize the centrality and empowerment of volunteers in the American Red Cross as well as the need for the organization to be responsive to current and newly emerging economic, social, and demographic trends that affect the volunteer pool. They also recognize that Red Cross volunteer and paid staff work in concert throughout the organization to provide essential services to the American public.

In addition to this volume, the following documents have also been developed and comprise the **Volunteer 2000 Study:**

- **Volunteer 2000 Study: Resource Document.**
- **Volunteer 2000 Study: History of Volunteerism in the American Red Cross.**
- **Volunteer 2000 Study: Statistical Banner Tables.**
- **Volunteer 2000 Study: Summary.**

A range of data gathering activities was undertaken to ensure the broadest possible set of information on which to base findings, issue identification, and recommendations. This multi-method approach included the following activities:

- Interviews--Close to 1,000 structured interviews covering a broad scope of volunteer-related issues.

- Research--The study drew upon a variety of quantitative and qualitative information compiled from internal resources as well as external.

- Focus Groups--Conducted at the 1987 national Red Cross convention in Denver, and including more than 400 volunteers and paid staff.

- Surveys--Mailed surveys that elicited a wide range of factual, attitudinal, and demographic information were administered to each type of Red Cross field unit with over 3,000 respondents.

SECTION II: VOLUNTEERISM IN THE AMERICAN RED CROSS: PHILOSOPHY AND PRACTICES

The primacy and empowerment of volunteers are at the heart of Red Cross policy and one of its five core institutional values. These principles are operative and well accepted in the organization.

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Their interpretation, however, was found to differ at various levels.

Despite the centrality of volunteer participation in Red Cross and the volunteer's potential for undertaking any and all roles, wide differences exist between the nature of volunteer participation at different levels in the organization. It appears that the closer to direct service delivery a unit is, the greater the degree of volunteer empowerment, the higher the degree of reliance on volunteers, and the greater the awareness of volunteer issues. Conversely, national headquarters units appear to exhibit a lesser degree of volunteer involvement.

Additional findings were: (1) that in recent years, for various reasons described in the chapter, there has been an increasing sense of paid staff domination throughout Red Cross; and (2) that the Red Cross has insufficiently adapted its personnel practices to the trend which recognizes volunteer administration as a formal and separate area of management expertise. Study findings also indicate two areas in special need of attention: (1) training in volunteer administration; and (2) volunteer awareness and support in the Blood Services regions.

Recommendations in this section have as their purpose to bring basic volunteer practices in the Red Cross more consistently in line with its basic volunteer philosophy.

SECTION III: VOLUNTEER DEFINITION AND COUNTING

Inconsistencies in the definition and counting of volunteers and in prescribed minimum requirements for volunteers exist in the Red Cross. Definition and counting practices vary not only from field unit to field unit, but often vary even from service to service within field units. They also vary within the national sector.

In the Red Cross, volunteer definition is particularly difficult because of the complexity of the organization and because certain Red Cross services often are performed in the context of paid employment with other organizations. In addition, many basic changes in the practices and philosophy in the field of volunteerism have overtaken traditional definitions.

Recommendations in this section propose a new volunteer definition and prescribe a uniform interpretation of that definition. The recommended definition and its interpretation attempt to balance the requirements of inclusiveness with the requirements of sound volunteer administration and support.

SECTION IV: VOLUNTEER RESOURCES

This section highlights changes in population growth and distribution, employment status, and volunteer participation in comparison to the current Red Cross volunteer profile and expected new requirements. It also includes an overview of the characteristics of Red Cross volunteers in various lines of service and at various levels of the organization and in so doing notes differences. Finally, it focuses on volunteer recruitment, highlighting the assignment of responsibility, commitment of resources, and effective recruitment methods, especially at the chapter level.

Its recommendations are aimed at mobilizing the Red Cross to ensure an adequate supply of volunteers in what is clearly a changing volunteer environment.

SECTION V: ROLES AND FUNCTIONS OF VOLUNTEERS IN AMERICAN RED CROSS

Volunteer roles in the Red Cross are governance, advisory, management, and service.

On the whole, a high degree of satisfaction exists in the organization with the various governance entities, especially with the quality of their membership, their relationship to paid staff, and the degree of communication of their decisions. Weaknesses were seen to be: fund-raising ability, "clout" (especially in relation to United Way), awareness and knowledge about volunteer matters, and the attendance record of some board members at all levels.

Advisory volunteer functions are substantial in the Red Cross both in terms of impact and the numbers of volunteers involved. There exists a certain lack of clarity in the organization about the differences among advisory, management, and governance roles.

Reliance on volunteers to perform management roles makes the Red Cross volunteer experience unique among nonprofit organizations. In this context, this section addresses volunteer/paid management teams and the greater recruitment challenges in view of the changing volunteer pool.

It is safe to say that there are no jobs in the Red Cross that, somewhere in the organization, are not being performed by volunteers. However, some levels in the organization, some service areas, some organizational support areas, and some jobs are more volunteer intensive than others. Volunteer intensiveness in service delivery is highest in the field service. In the chapters, areas reported as most volunteer intensive were disaster services, health and safety services, blood services, community services, youth services, volunteer personnel administration, and fund raising, in that order.

The lowest degree of volunteer intensiveness exists in chapter services to military families and nursing. Volunteer intensiveness for selected positions is also discussed in this section.

Recommendations in this section speak to a clarification of volunteer roles, and to imaginative solutions to problems of imbalance in, or low levels of, volunteer participation.

SECTION VI: VOLUNTEER PERFORMANCE STANDARDS AND EVALUATION

A strong and uniform acceptance of the concept of a performance management system for all volunteer leadership, including governance volunteers, exists in the Red Cross. The implementation of such a system is at present limited. Evaluation of volunteers actually takes place at the service delivery level today to a greater extent than at the leadership level.

This section also discusses the formal review aspect of performance standards, performance standards implementations for management teams, and volunteers as evaluators of paid staff.

Recommendations in this section call for a performance management system for volunteers throughout the organization and mandated performance management for managerial level volunteers. Recommendations also speak to a simpler and more user-friendly performance management system and to a clarification of supervisory and team relationships.

SECTION VII: SUPPORT FOR VOLUNTEERS

Since volunteers play so many different and important roles in the organization, it is essential that they receive the support necessary to play these roles effectively in the same manner and to the same degree as paid staff. Support of volunteers can be either logistical (providing adequate work space, information, secretarial assistance, etc.), developmental (providing training opportunities, increased responsibilities, etc.) or, as is usually the case, a combination of both. Comprehensive support of volunteers both enhances their experience and productivity, and also serves to eliminate potential barriers to volunteering. In addition, an effective and well-publicized support system can aid the recruitment of volunteers as well as their retention. The basic issue, therefore, is how effectively and efficiently to support volunteers so that they in turn can contribute to the American Red Cross in the fullest possible manner.

This section discusses a basic assumption about the Red Cross willingness to bear the costs necessary to support volunteers effectively and the implications of this assumption. It also presents information on external trends that affect organizational resource and support requirements as well as internal findings about logistical and developmental support needs. It also contains findings regarding human resource structures and responsibilities within the organization that include a discussion of recordkeeping, and articulates a number of communications-related concerns. Finally, this section proposes a series of recommendations aimed at enhancing the overall quality of support provided volunteers throughout the organization.

SECTION VIII: EXTERNAL ROLE AND RELATIONSHIPS OF THE AMERICAN RED CROSS

For purposes of describing and evaluating the current Red Cross role in the nonprofit sector, that role was presented as three potential areas of activity:

- Public policy development and advocacy.
- Program/service collaboration.
- Volunteer training and development.

Single-function organizations specializing in volunteer issues and volunteer administration have proliferated in the nonprofit sector over the past decades. The perception has developed in the sector that some of these organizations have overtaken the leadership role of the Red Cross in volunteer training and management.

Additionally, the perception also exists both in the sector and internally that the Red Cross does not do enough to influence public policy affecting the voluntary sector and that its leadership role within the nonprofit sector in general is limited essentially to the programmatic areas of disaster and protection of the blood supply.

These perceptions were elicited during structured interviews with 24 executive heads of the 35 National Assembly health and social welfare agencies, as well as with prominent thinkers and practitioners in the field of volunteerism, and within the Red Cross at all levels with paid and volunteer staff.

The recommendations in this chapter attempt to strengthen the Red Cross in its external relationships. They focus especially on a greater advocacy role for Red Cross on matters of public policy that affect volunteers and volunteerism. The recommendations also suggest ways for the Red Cross to regain greater visibility for, and recognition of, its areas of strength in hands-on volunteer management and volunteer involvement.

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SECTION I

INTRODUCTION

This volume presents a range of critical findings and issues in volunteerism and volunteer administration confronting the American Red Cross now and into the next century. It proposes a series of recommendations to enhance volunteer involvement and development within the organization and to ensure a role for the Red Cross as a leader within the nonprofit sector for the enhancement of volunteerism. The findings contained herein represent but a small proportion of those yielded by the **Volunteer 2000 Study** and which may be found in the Resource Document of the study and in the statistical banner tables. Findings that are included here were selected because they inform the subsequent discussion of issues and their related recommendations.

The recommendations recognize the centrality and empowerment of volunteers in the American Red Cross as well as the need for the organization to be responsive to current and newly emerging economic, social, and demographic trends that affect the volunteer pool. They also recognize that Red Cross volunteer and paid staff work in concert throughout the organization to provide essential services to the American public. It should be noted that many of the recommendations for volunteers are equally applicable to paid staff, a fact that should be remembered during the implementation process.

ORGANIZATION OF VOLUME I--VOLUNTEER 2000 STUDY: FINDINGS AND RECOMMENDATIONS

The volume is divided into the following sections:

- **Volunteerism in the American Red Cross: Philosophy and Practices.** This section discusses how to create greater consistency between the organization's fundamental volunteer philosophy and its evolving practices and operations.

- **Volunteer Definition and Counting.** This section proposes a new definition of a Red Cross volunteer, prescribes a uniform interpretation of that definition, and seeks to balance the requirements of inclusiveness in the counting of volunteers with the requirements of sound volunteer administration and support.

- **Volunteer Resources.** This section presents information about the demographic characteristics of volunteers, changes in the external volunteer pool, volunteer motivation, internal conditions and trends related to volunteer availability, and volunteer recruitment practices and results; recommendations are offered to help ensure an adequate supply of volunteers in the future.

- **Roles and Functions of Volunteers in the American Red Cross.** An overview of volunteer roles and functions throughout the organization is presented and volunteer staff/paid staff ratios in various activities described; recommendations are made to clarify and enhance these volunteer roles and functions where necessary.

- **Volunteer Performance Standards and Evaluation.** Information about the implementation by the Red Cross of a performance management system for volunteers is contained in this section as well as recommendations that urge a more simple, user friendly system and the clarification of certain volunteer/paid staff relationships.

- **Support for Volunteers.** This section describes external trends that bear on the issue of volunteer support, discusses the most common volunteer support needs, and suggests ways for the Red Cross to enhance the quality of support it provides its volunteers.

- **External Role and Relationships of the American Red Cross.** This section describes existing perceptions about the Red Cross role in the nonprofit sector and its relationships with other organizations. It offers recommendations for strengthening Red Cross leadership in the sector, especially in areas that affect volunteers and volunteerism.

OTHER STUDY REPORTS

In addition to this volume, the following documents also have been developed and comprise the **Volunteer 2000 Study:**

- **Volunteer 2000 Study: Resource Document.** This volume is a compilation of factual and perceptual findings derived from a wide range of primary and secondary data sources. It contains the documentation and background information upon which the discussions and resulting recommendations found in this document are based. Detailed findings are presented on a range of internal and external issues related to volunteerism, and the volume also has an annotated bibliography of literature on volunteerism and volunteer personnel administration.

- **Volunteer 2000 Study: History of Volunteerism in the American Red Cross.** This volume presents an historical summary of the volunteer's role and impact within the American Red Cross since the organization's beginning and highlights key developments that are the framework for both current and future volunteer involvement.

- **Volunteer 2000 Study: Statistical Banner Tables.** These tables are contained in 15 different volumes, one for each survey administered for the study, and contain the statistical results for every question in terms of relevant independent variables. Each volume also includes the survey instrument for which the survey tabulations are provided as well as instructions on reading the tables.

- **Volunteer 2000 Study: Summary.** This document will be prepared after the conclusion of the Volunteer Conference in December 1988. The document will summarize concisely and graphically the broad findings and forward-looking themes of the study and adapt their presentation for a broader, external audience; externally focused implementation strategies will also be included.

VOLUNTEERISM AND VOLUNTARISM

While the words volunteerism and voluntarism are often used synonymously, the **Volunteer 2000 Study** has drawn the following distinction between them, which should be noted here to avoid subsequent confusion for the reader.

- **"Volunteerism"** refers to any activity relating to volunteers or volunteer participation regardless of setting or funding source.

- **"Voluntarism"** generally refers to activity by nongovernmental organizations or by individuals acting in a private capacity, conducted to achieve self-set missions or goals not involving monetary profit; it should be noted that voluntary organizations do not always involve volunteers.

OVERVIEW OF STUDY METHODOLOGY

A range of data-gathering activities was undertaken to ensure the broadest possible set of information on which to base findings and issue identification and recommendations. This multi-method approach included the following activities:

- **Interviews.** Close to 1,000 structured interviews covering a broad scope of volunteer-related issues were conducted with the following:

  - Volunteer and paid staff at approximately 100 different Red Cross field units, including a cross-section of chapters, regional blood centers, and SAF stations.

  - Volunteer and paid staff in the national sector, including members of the Board of Governors and the Executive Management Committee, staff at the vice-president and director levels, as well as regional and field service managers and chairmen.

  - Leadership and managerial staff of other national voluntary service organizations.

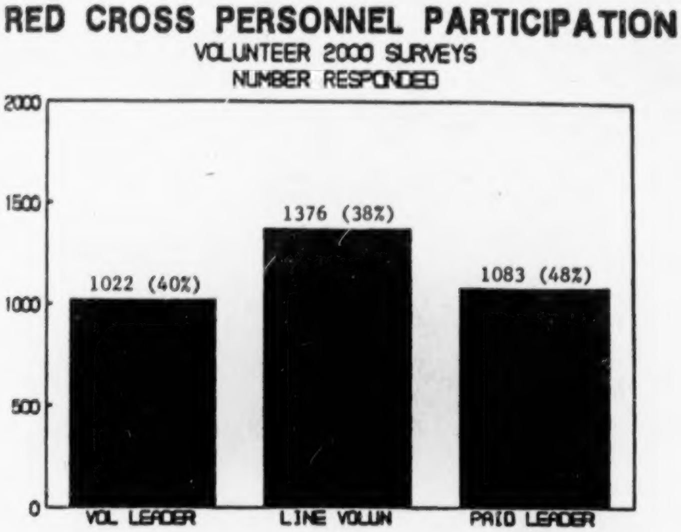
  - Representatives and leading thinkers from nonprofit and public organizations that specialize in service to, or the study of, volunteerism and volunteer management.

o **Research.** The study drew upon a variety of quantitative and qualitative information that was compiled from internal resources as well as collected from external organizations specializing in futures analysis and in service to volunteers or in the study of volunteer management.

o **Focus Groups.** Conducted at the 1987 national Red Cross convention in Denver, these group discussions were guided by structured instruments that recorded demographic information on participants as well as perceptual and attitudinal responses. More than 400 volunteer and paid staff participated.

o **Surveys.** Mailed surveys that elicited a wide range of factual, attitudinal, and demographic information were administered to each type of Red Cross field unit: chapters, blood regions, and SAF stations as well as to Red Cross volunteer services representatives in Veterans Administration hospitals. In each of these units, surveys were sent to volunteer leadership, paid leadership, and line volunteers, and also to management for factual background information. All Groups I, II, and III chapters were surveyed along with a selected sample of 400 Group IV and 400 Group V chapters. In addition, all blood regions, field service teams, domestic SAF stations and Veterans Administration hospital locations were surveyed.

Over 3000 responses were received, and shaped the Study's analysis and recommendations.



ACKNOWLEDGMENTS

The American Red Cross wishes to acknowledge most especially the generous financial contributions to the **Volunteer 2000 Study** by TENNECO INC., the MOBIL FOUNDATION, INC., the NORMAN FOUNDATION, INC., and Mr. Barry Joel Matt.

The Volunteer 2000 Study could not have been undertaken without the commitment, participation, and assistance of a great many Red Cross volunteer and paid staff throughout the organization over the past two years. In particular, the contributions of the study's advisory committee should be acknowledged, as their insights and perspectives on a range of study-related issues and concerns proved invaluable during this entire effort. Committee members are listed on the next page.

Mr. Thomas W. Addcox, Executive Manager, Memphis Area Chapter, Memphis, TN.

Ms. Dolores Angleton, Senior Advisor to the Vice President for Programs and Services, American Red Cross national headquarters.

Mr. Joseph T. Bumbleburg, Chairman, Council of Former Governors, Lafayette, IN.

Ms. Janet Gonzalez, Chairwoman of Volunteers, Pittsburgh-Allegheny County Chapter, Pittsburgh, PA.

Mr. Edgar (Bud) C. Good, Vice President, Corporate Communication, American Red Cross national headquarters.

Dr. Virginia Gover, Deputy National Chairman of Nursing, American Red Cross.

Mr. Isaac (Ike) E. Hamilton, member, Executive/General Board, Greater Cleveland Chapter.

Ms. Alla Johnson, Chairman of Volunteers, Red Cross SAF Station, Ft. Hood, TX.

Ms. Eddie Bernice Johnson, National Chairman of Nursing, American Red Cross.

Mrs. Charlotte J. Lunsford, National Chairman of Volunteers, American Red Cross national headquarters.

Ms. Elizabeth Lynch, Volunteer Territorial Consultant, Beulah, MI.

Mr. John D. Marsellus, member and former chairman, Regional Blood Services Committee, Syracuse, NY.

Mr. John McGraw, Chief Executive Officer, District of Columbia Chapter, Washington, DC.

Mr. Patrick O'Donnell, Board of Governors Member, Nashville, TN.

Ms. Nancy B. Opler, Volunteer Territorial Consultant, Florence, AL.

Mr. Carlos Rainwater, former Chairman, Eastern Operations Headquarters Advisory Council, St. Petersburg, FL.

Mr. John C. Van Aken, former Chairman, Eastern Operations Headquarters, and Board of Governors member, Worcester, MA.

IMPLEMENTATION

The implementation of the study's recommendations will be carefully considered, facilitated, and monitored by a committee chaired by the current National Chairman of Volunteers. The committee includes representatives from different service areas and organizational units. Its initial meeting is scheduled for November 29, 1988, in conjunction with the National Volunteer Conference. The costs of implementation will depend largely on the degree to which the Red Cross decides to implement the various recommendations as well as on the time frame for implementation.

To this end, the implementation committee will closely examine each recommendation in order to both develop action strategies and to establish priorities. There are staffing and financial implications related to many, but not all, of the recommendations. Importantly, the recommendations requiring national attention have been developed so that they can be implemented in phases within realistic financial constraints, as deemed appropriate by the committee and by management. It should be noted that some of the recommendations can be acted upon directly by the field without national sector involvement.

SECTION II

VOLUNTEERISM IN THE AMERICAN RED CROSS: PHILOSOPHY AND PRACTICES

INTRODUCTION

The underlying philosophy of an organization (whether it be a nation-state or a service organization) is both a source of strength and a source of frustration. A basic philosophy is a source of strength because it gives a sense of shared meaning and shared values to the members of the organization, and it provides the organization itself with an image that determines how it is perceived by those outside it. It is a source of frustration because, even with the very best will and under the very best circumstances, the reality will never quite match the philosophical principles. In addition, a basic philosophy is often a source of frustration because interpretations of basic philosophy vary.

In this chapter, the **Volunteer 2000 Study** describes the basic volunteer philosophy of the Red Cross and gives an overview of the degree to which this philosophy is reflected in current organizational practices. It also describes the current trends both inside and outside the organization which facilitate or complicate the aligning of policy and practice. It then makes recommendations that will work toward greater compatibility between basic philosophy and basic practices.

AMERICAN RED CROSS PHILOSOPHY

The philosophy of volunteer primacy in the American Red Cross was born from the fact that for the first decades of its existence it was an organization directed and staffed exclusively by volunteers. Paid staff was hired in the early twentieth century only in so far as they were needed to do work which volunteers could not be found to do. National leadership remained almost totally in the hands of volunteers until after World War II. The position of chairman and president were one and the same until 1950, when for the first time the organization had a volunteer chairman and a salaried president. This arrangement was formalized in 1954.

At the chapter level, a large percentage of the smaller chapters are still all-volunteer, and many others operate with all volunteer management and work force with the exception of a paid secretary. Historically, however, the hiring of paid managers occurred first at the chapter level as a result of cycles of alternating rapid growth and reduction in Red Cross chapter volunteer forces during and between the war years.

As a result of this unique volunteer history, the Red Cross has remained firmly committed over the years to the idea that the organization is based on the principle of volunteer service and that volunteers are indeed the sine qua non of the organization's existence. In a 1985 statement, the Red Cross once again reaffirmed this philosophy declaring the primacy of volunteers in the American Red Cross to be one of its five core institutional values. The statement declared--

- That the American Red Cross is and ought to be an organization governed, supported, and primarily staffed by volunteers;
- That paid staff are enablers of, and not substitutes for, volunteers; and
- That the principal management roles are filled by teams of volunteers and paid managers working together and sharing responsibility.

The management role which this philosophy gives volunteers not only at the chapter and service levels, but also at the program development, program management, and program operational levels, is a unique feature of Red Cross volunteerism. It is what many in the field of volunteerism call the "empowerment" of volunteers, i.e., the opportunity to design, influence and/or control the programs to which they lend their services. Empowerment is considered a desideratum by these experts; it is considered a goal of volunteers in most large organizations; it is, and has been since the organization's inception, a reality in the American Red Cross.

Volunteers are secondary only to the mission of the American Red Cross. It is a well-understood principle that volunteerism for its own sake is not what the organization is about; that the organization does not exist to provide opportunities for volunteer involvement, but rather that volunteer participation is valued because it helps the Red Cross to accomplish its mission and provide services in the most cost-effective, out-reaching, and compassionate manner possible.

Less well understood is a corollary to this principle, that successful volunteer involvement should not be measured by volunteer numbers alone. It is rarely thought strange that whereas paid staff is always exhorted to have fewer people do more, volunteers are always exhorted to increase their numbers. This is partially because of image pressures and partially because volunteers are thought vaguely as "increasing capacity" rather than being associated with a particular well-defined job. The need to engage in needs analysis and planning in human resources management as well as in more programmatic areas is often overlooked. This need is addressed in the recommendations relating to "Volunteer Resources."

OTHER PHILOSOPHIES

It should be noted that the philosophy of the American Red Cross differs markedly from the philosophy of many younger organizations which developed under quite different circumstances. Their philosophy was conditioned by the more common organizational process that creates a paid staff infrastructure first and then expands with volunteers later.

This philosophy and this process view paid staff positions as primary in terms of chronology and in terms of organizational essentiality and permanence. Volunteers are viewed as extensions of paid staff, responsible to paid staff, and as the numerically fluctuating staffing element. This philosophy has been reinforced, especially in times of unemployment, economic recession, or organizational retrenchment, by union concerns about the job security of paid staff.

In response to these concerns, the Association for Volunteer Administration (AVA) has formulated a position that states that volunteers "...will not replace paid staff or fill positions that are salaried." According to AVA philosophy as expressed in their literature, volunteers are viewed as a means of supplementing, augmenting, and enhancing the capacity of paid staff to meet organizational goals.

The basic philosophies of the Red Cross and the AVA on volunteer participation are thus indeed diametrically different. The differences spring from the particular historical and organizational contexts in which they were formulated. Organizations within the nonprofit sector look to their own histories (i.e., which came first, paid staff or volunteer staff) to determine which operating principle to apply.

The unions have always recognized and appreciated the difference between the two philosophies and the implications of each for the flexibility of volunteer roles and paid staff/volunteer relationships. The greater flexibility that the Red Cross has in this respect has been unchallenged and has never interfered with the intimate, long-term, and highly successful partnerships that have characterized Red Cross and union relationships.

RED CROSS INTERNAL ATTITUDES AND PRACTICES

In fundamental ways, Red Cross internal attitudes and practices reflect the volunteer philosophy of the organization. The ratio between volunteers and paid staff is 70 to 1 and, more importantly, volunteers are involved in every aspect of the organization.

volunteers are involved in every aspect of the organization. Moreover, there is a real appreciation by paid staff of the volunteer contribution--in terms of breadth and depth of experience, skill base, outreach, credibility, clout, perspective, passion, and image--in addition to and beyond their appreciation of volunteer performance and work contribution. This is described more fully under "Roles and Functions."

It is safe to say, that there is no job in the Red Cross that a volunteer is not handling somewhere in the organization. Jobs that are considered "impossible to find volunteers for" in one chapter or station are being performed successfully by volunteers in others; new ways of involving volunteers are continuously being reported. Significantly, the overall degree of volunteer satisfaction is high as reflected by the high retention rates. Only 6 percent of chapters consider volunteer turnover a significant problem chapter-wide, while 70 percent of chapters consider it a small problem or no problem at all.

Also reflecting a sound and successful integration of paid and volunteer staff are the findings on satisfaction with paid staff/volunteer staff relationships. All such relationships (Board/management, paid management/volunteer management, volunteer management/paid line staff, and paid management/volunteer line staff were rated good to excellent by three quarters of the chapters. Almost no ratings of fair and poor were recorded, and interestingly relationships between paid and volunteer staff were rated higher than relationships generally between levels (i.e., management and line).

When asked in interviews what jobs might be "inappropriate" for volunteers, almost all study respondents (both paid and volunteer) indicated they considered all jobs--even the highest--appropriate for volunteers given the necessary volunteer skills and time commitment. These responses showed a very high degree of comfort with, and personal commitment to, the organization's volunteer philosophy.

In those instances where jobs were defined as inappropriate by a few respondents, these were not managerial jobs but jobs involving "the handling of money" or "financial responsibilities," or were jobs involving "confidential personal information" either about Red Cross paid and volunteer staff or about Red Cross clients.

While it has been true that some volunteers find handling money distasteful, the fact of the matter is that the ultimate financial responsibility and financial oversight of the Red Cross and its field units rest with the Board of Governors and chapter boards which are all-volunteer entities. Furthermore, volunteers manage large amounts of money as chapter, station, and disaster operation managers and frequently perform audits at various levels of the organization. As for confidential information, volunteers have always done case work (in SAF, disaster, and community services), chaperoned patients as well as handled patients' medical records at clinics and hospitals, and kept and been responsible for Red Cross personnel records. There is no history of volunteers as a group being found less likely to keep confidences than paid staff as a group.

As for certain jobs requiring "continuity" (another criterion mentioned by a few respondents), survey information indicates that, with the exception of SAF stations at military installations, volunteers have as high or higher retention rates with the organization as do paid staff. While volunteers tend to stay less long in certain positions, this is usually the result of policies which mandate limited terms for board members, service chairs, and other volunteer managerial positions.

Differences in Attitudes and Practices at Different Levels

Despite the centrality of volunteer participation in the Red Cross and the volunteer's potential for undertaking any and all roles, wide differences exist between the nature of volunteer participation at different levels in the organization. It appears that the closer to direct service delivery a unit is, the greater the degree of volunteer empowerment, the higher the degree of reliance on volunteers, and the greater the awareness of volunteer issues.

Conversely, headquarters units appear to exhibit a lesser degree of volunteer involvement. This is true even for the large "headquarters chapters" where all service delivery (except to corporations) takes place at the "satellite" (or local sub-chapter district) level. It is true to the greatest extent in blood region headquarters.

At headquarters units, where volunteer/paid staff partnerships exist (such as the 10 regional management teams, and the VP/GM and operation headquarters chairmen), the paid staff member tends to assume the dominant role to a greater extent than in the field. Recognition and apparent acceptance of this fact has resulted in the change of many volunteer titles at national headquarters from "chairmen" to "senior advisors."

At the same time, volunteer "primacy" at headquarters levels sometimes is interpreted to mean deference to volunteers. This deference rarely exists in the field units and is counterproductive in involving volunteers in new and imaginative ways. Jobs tend to be considered "too time consuming," "too menial," or "too demanding" for volunteers, and volunteer leaders are thought of as needing or expecting "a high degree of staffing" and "someone there to provide the facts." At headquarters units this "someone" is always assumed to be paid, rather than volunteer, staff. In at least one headquarters chapter, service committees have been disbanded because paid staff was too busy to staff them.

Examples of such deference are unwritten policies that volunteers never go alone to meetings or even to the national convention. "If the volunteer goes, his or her counterpart automatically goes too." The attitudinal and budget implications of such policies are significant. Other examples are unwritten policies requiring volunteers always to be mentioned first, as in "volunteer and paid staff."

On the whole, in headquarter's units, volunteers are less likely than they are in field units to be included in staff meetings and day-to-day decision making. This is partially attitudinal and partially because headquarters' volunteers frequently reside in distant areas of the headquarters' jurisdiction. Also, paid staff in headquarters' units tend to be involved to a greater extent in organizational support than in direct client services, and organizational support jobs tend to be less attractive and more difficult to fill with volunteers.

While volunteer intensiveness in the headquarters of the largest chapters is generally very low, volunteer activity at the satellite units of headquarters chapters resembles that of the smaller key resource chapters and of the territorial chapters where the greatest, most inclusive and varied volunteer participation exists.

The second highly intensive area of volunteer participation is the field service. It is considered by many in the organization as the only area where volunteerism was strengthened as a result of the 1983 reorganization and is often cited as "a great show-case for volunteerism." There, a paid field service manager and a volunteer field service chairman form a management team to serve the smaller (non-KRC) chapters by making available to them expertise in many service and management areas. They do this not only by making their own expertise available, but also by training, coordinating, and deploying the volunteer specialists who make up the all-volunteer field service consultant teams, as well as by organizing territory-wide training and informational functions, and acting as a two-way communication conduit between the chapters and headquarters.

Increasing Sense of Paid Staff Domination

Certain developments both inside and outside the Red Cross in recent years may have contributed to an internal perception of increasing paid staff domination in the Red Cross. This sense is shared by both volunteer and paid staff. Among these developments are:

- The decline of some traditionally volunteer-intensive programs (such as youth programs, and some health and safety courses) because of competition from other organizations or because of Red Cross policy.

- Many new paid staff with minimal background in Red Cross culture or volunteer experience coming into the organization from the for-profit sector to run the systems and technologies necessary to a more business-like organizational orientation.

- Unit and individual performance standards and measurements resulting in a more pressured, "numbers driven" and "success driven" paid staff.

- The replacement of volunteers by paid instructors, as a result of emphasis on teaching contracts with corporations.

- Consolidation of small chapters into larger administrative units.

- Increase in the number of organizations and causes in the nonprofit sector resulting in greater competition for volunteers and therefore more difficult volunteer recruitment.

- Changes in the volunteer pool resulting in fewer ongoing, full-time volunteers and more "project" volunteers.

- Ambiguity and diminution of the chairman of volunteers' role in many chapters.

- Increased emphasis on board members with "community clout" resulting in board members who tend to have less time to spend on policy and oversight functions, and a less intimate knowledge of chapter operations.

- Fewer highly visible volunteers at national headquarters after the 1984 reorganization.

- A policy mandating the evaluation of national sector management volunteers by their paid staff partners with no reciprocal evaluation by volunteers of their paid staff counterparts.

- The planning and execution of crucial reorganizations and realignments at the national level without significant volunteer input and without explicit consideration of the consequences of the changes on volunteer positions.

- The perceived increased involvement of the national sector in the selection process for chapter managers.

- The undertaking of important initiatives--such as, for example, the recent pursuit of a nursing assistant training contract with industry, which is expected to provide training to over 50,000 persons annually, to yield large revenues and "rebuild Red Cross's entire nursing program"--without any volunteer input into the ongoing negotiations and without an analysis of volunteer implications or, as another example, the low level of volunteer participation in minority initiatives and on equal employment opportunity (EEO) committees.

- The folding of the Office of Volunteer Personnel into the Human Resources function which, though done in many units including national headquarters in order to strengthen volunteer support, was misunderstood in the organization because of a loss of visibility for the volunteer function.

Other Perceptions

On the other hand, many things have happened that have or will strengthen the volunteer role. Among these are:

- The creation of the field service and its all-volunteer consulting teams and its 80 mandated paid staff/volunteer management teams at the regional and territorial levels.

- The structural 1988 realignment at national headquarters, which increased the visibility of service related departments and thus the visibility of volunteers in the field.

- The reemergence at national headquarters of a stronger and more visible Office of the National Chairman of Volunteers (ONCOV) with an expanded staff and increased responsibilities.

- The active participation of the National Chairman of Volunteers (NCOV) on the Executive Management Committee alongside the President, the Chief Operating Officer and Chief Medical Officer of the corporation.

- The creation of a national headquarters volunteer leadership council.

- The inclusion of complete and detailed volunteer personnel information in the computerized Human Resources Information System.

- The development and dissemination of the Tillinghast Plan for the training and orientation (and thus strengthening) of chapter chairmen.
- The reaffirmation of the importance of the chapter chairman's evaluation of the chapter executive by making the timely and regular performance of this task a measurement of KRC performance.
- The development of a succession system model for volunteer positions at the managerial level.
- The development of a volunteer grievance system model.
- The increased recruiting of highly skilled, highly respected professionals in a wide variety of disciplines as volunteers and volunteer consultants at all levels of the organization.
- The increased training for volunteers in the areas of leadership and personal excellence.
- The funding of, and the volunteer and paid staff management support for, the massive and long-term effort involved in the **Volunteer 2000 Study** and the active participation and leadership by volunteers in every study phase including management, research, advisory, writing, and editing.
- The plans by the NCOV for rapid implementation and dissemination of study recommendations through a volunteer conference in November 1988, and through the early (October 1988) selection of a strong implementation committee.

FOCUS AREAS

While much has been done to bring current Red Cross practices in line with the basic volunteer philosophy of the organization, much more remains to be done. Study findings indicate two areas in special need of attention: (1) training in volunteer administration and (2) volunteer awareness and support in the Blood Services regions.

Training in Volunteer Administration

During the past two decades, the management of volunteer training and personnel has come to be recognized as a professional specialty within the wider fields of program and personnel management. The reasons for this development are:

- Growth of interest in all corporate problems of organizational management and management training.
- Growth in the number and diversity of volunteers.
- Growth in the number and diversity of organizations involving volunteers.
- Growth in the number and diversity of volunteer programs.
- Realization that effective volunteer management requires special skills.
- Realization that the effective marketing of volunteer programs both within organizations and to the outside world demands special knowledge and skills.

Internal Findings on Training in Volunteer Administration

The Red Cross has not consistently emphasized training in volunteer administration, apparently relying more on its on-the-job experience to provide the necessary knowledge base. For example, Red Cross hiring policies do not require training in the field of volunteer administration as a criterion of employment for any paid employee in the organization, not even for those hired for the express purpose of managing volunteers directly.

- Only 35.9 percent of all paid leadership chapter survey respondents and 34.9 percent of chapter managers stated that they had prior training in volunteer administration.
- This percentage was somewhat higher but still below half (46.3 percent) for chapter paid staff leadership hired within the last three years.
- Even among paid staff employed in offices of volunteer personnel or the equivalent, the percentage with such prior training was 58.6 percent.
- The lowest rate of prior training in volunteer administration among chapter paid leadership staff was in Blood Services (23.7 percent), and the very lowest overall rate of such

training was among paid Blood Services region leadership (11.8 percent).

- Prior volunteer management training was reported by only 32.1 percent of field service managers, and 20.2 percent of SAF station managers.

More than two thirds (69.7 percent) of paid chapter leadership reported receiving some sort of training, either formal or informal, "relevant to" volunteer management after joining the Red Cross, with 50.2 percent reporting taking a course or workshop. These figures were higher than average for field service managers and lower than average for blood region paid leadership.

However, a significant percentage of paid leadership respondents in all categories except field service managers reported no exposure at all to training either in, or "relevant to," volunteer administration either before or after joining the Red Cross. The highest percentages of paid staff with no training in volunteer administration were Blood Services region paid leadership and chapter service directors, in that order.

Percentage of Paid Leadership Without Training in Volunteer Administration

Paid Staff	No Training in Volunteer Administration Either Before or After Employment
Chapter Paid Leadership (overall)	17.5
Chapter Service Directors	22.1
Chapter Managers	15.5
Field Service Managers	7.5
SAF Station Managers	14.7
Blood Region Paid Leadership	30.9

Source: Survey of Chapter Paid Leadership, Survey of Field Service Managers, Survey of SAF Managers, Survey of Blood Regions' Paid Leadership, Volunteer 2000 Study, 1987.

The percentage of paid leadership staff never exposed to any training or workshop in volunteer administration was higher (25.7 percent) for those with the Red Cross for three or fewer years than for other groups. This indicates that employees do not enjoy the benefits of such training early in their Red Cross work experience and that no urgency is felt about acquiring such training.

As for volunteers, 37.0 percent of chapter leadership volunteers reported no volunteer management training either before or after joining the American Red Cross, a figure twice as high as for paid staff overall.

Leadership volunteer respondents were about evenly divided between those receiving formal leadership training or formal volunteer management training. However, more paid staff reported receiving training in leadership than in volunteer administration. Most importantly, in both types of training and in all categories of personnel, the rate of volunteer training falls considerably below the training rate of paid staff as noted in the following table.

Training Received by Paid and Volunteer Leaders
(Percentage of Respondents)

	Volunteer Administration Courses		Leadership Courses	
	Paid	Volunteer	Paid	Volunteer
Chapter Total	50.2	29.4	55.3	29.7
Managers	40.9	29.4	60.4	17.6
Service Directors/Chairmen	43.6	36.8	51.8	36.3
Administrative Directors	59.8	--	49.6	--
Male	47.0	20.5	56.2	20.5
Female	43.2	41.2	45.2	41.9
Emergency	39.2	27.7	50.0	29.8
Disaster	57.2	32.3	66.7	29.2
Health and Safety	34.5	31.6	51.7	28.6
Blood Services	66.7	28.7	38.9	28.7
Community Services	52.6	41.9	42.1	37.6
Volunteer Administration	65.5	50.0	53.4	46.7
Other Administration	54.5	29.9	45.5	32.5

Training Received by Paid and Volunteer Leaders
(Percentage of Respondents)

(continued)

	Volunteer Administration Courses		Leadership Courses	
	Paid	Volunteer	Paid	Volunteer
0-3 Years	36.6	--	37.7	--
4-10 Years	52.2	--	59.3	--
11+ Years	61.5	--	59.3	--
Field Service	66.0	68.2	86.8	61.4
SAF	62.0	34.2	65.9	34.8
Blood Services Region	41.2	31.4	83.8	25.5

Source: Survey of Chapter Paid Leadership Survey; Survey of Chapter Volunteer Leadership; Survey of Field Service Managers; Survey of Field Service Chairmen; Survey of SAF Managers; Survey of SAF Volunteer Leadership; Survey of Blood Regions Paid Leadership; Survey of Blood Regions Volunteer Leadership; **Volunteer 2000 Study**, 1987.

The awareness among paid staff as to the importance of training in volunteer administration to the performance of their jobs in the Red Cross is described in the following table. It is noteworthy that this awareness is lowest among Blood Services regions personnel.

Awareness of Importance of Training in Volunteer Administration Among Paid Staff

	Chapter Paid Leadership	Field Service Manager	Blood Services Region Paid Leadership	SAF Manager
Very Important	51.4	43.4	22.1	65.1
Important	32.8	39.6	35.3	25.6
Somewhat Important	12.4	11.3	22.1	7.8
Not Important	2.3	1.9	20.6	1.6

Source: Survey of Chapter Paid Leadership; Survey of Field Service Managers; Survey of Blood Services regions Paid Leadership; Survey of SAF Managers; **Volunteer 2000 Study**, 1987.

Another area where much needs to be done to bring Red Cross practices in line with its volunteer philosophy is in the Blood Services regions.

Volunteer Awareness and Support in the Blood Services Regions

Blood Services presents a unique situation in Red Cross volunteer involvement. This line of service is in many ways very volunteer intensive and involves, as the Study of Clients, Customers and Contributors, 1986 (4C's Study) demonstrated, by far the greatest number of volunteers in the organization.

Volunteers annually staff thousands of donor sites, both mobile and fixed, in a myriad of different capacities; sit on governance and advisory committees; recruit blood donors through personal contact or telemarketing; transport blood products often on a 24-hour emergency basis; provide transportation for blood donors; teach marketing techniques; help with publicity; and provide office and clerical support.

Yet, as dependent as Blood Services regions are on volunteers, their recruitment, coordination and scheduling is the responsibility usually not of the region but of the center and participating chapters. In other words, the Blood Services region structure is separated administratively and often physically from the human resources structure on which it depends for its volunteers.

The significance of this organizational separation is that Blood Services region management is likely to be largely unaware of who their volunteers are, how many they have, and what issues and problems affect their participation and management. This situation is compounded by the fact that regional administrative offices have very few volunteers themselves and that the management-level volunteer and volunteer/paid staff team relationships are almost totally absent in the Blood Services region structure.

Even Blood Services region governance volunteers, i.e., the members of the regional blood services committee (RBSC), are often far removed from the problems of the volunteers at the donor sites. Because Blood Services regions are run in effect as self-sufficient entities in the Red Cross, and because they generate significant revenues, the regional blood services committees tend to attract and to recruit as members high-level business executives and medical and technical professionals rather than professionals with human resource competencies.

Internal Findings

Survey and interview findings indicate that:

- Almost 70 percent of the Blood Services regions do not have a chairman, coordinator, or other position concerned with volunteer matters or acting as liaison with the human resources units at the chapters. Where such positions do exist the volunteer function is generally only one of many responsibilities.
- Increased quotas for number of blood units collected per blood drive and increased numbers of annual blood drives have put stress on human resources paid and volunteer staff and blood services paid and volunteer staff at participating and center chapters, even while the chapters as a whole benefit from the visibility afforded by these functions.
- Many paid staff and governance volunteers in the Blood Services regions are not adequately knowledgeable about volunteer, human resource, or chapter procedures and practices even where they pertain to blood services, as indicated by an extremely high rate of "Don't Know" or "Not Relevant" responses to questions in these areas.
- Many paid staff in Blood Services region headquarters have a different perception about volunteer issues than blood services personnel in the chapters, seeing volunteer shortages, scheduling problems, and unreliability where many chapter personnel see burn-out, repetitive and boring jobs, no chances for advancement, difficult working conditions, and a relatively elderly volunteer force.
- In 16.7 percent of Blood Services regions the center chapter chairman is not a member of the RBSC.
- In most Blood Services regions the center chapter manager, rather than a volunteer, usually represents the positions and perspectives of line volunteers to the RBSC.
- RBSC agenda priorities are finances, policies and operations, and donor recruitment and relatively little time is spent on issues related to personnel, marketing, and relationships with participating chapters.
- Only 8.3 and 5.6 percent of the RBSC's have sub-committees which deal with either paid staff or volunteer staff personnel issues respectively.

- Many of the blood industry, medical and technical members of the RBSC do not see themselves as volunteers and have little understanding of volunteer issues.

- RBSC committees are generally not perceived to be very knowledgeable about chapter operations or services to clients and chapter managers hesitate to "bother" RBSC members with chapter problems even when these are related to blood region policies or activities. The interview process indicated that many center chapter managers spend a great deal of time "trouble shooting" blood matters before they come up before the RBSC.

- There seems to be general agreement in the Red Cross about the following circumstances, all of which are relevant to the future of volunteers in Blood Services:

  - That participation in the Red Cross blood program enhances a chapter's public visibility and financial strength.
  - That visible involvement of volunteers is very helpful to the image of and public support for any Red Cross activity including blood collection.
  - That Blood Services will continue to need to be concerned about its public image especially in view of AIDS and the recently identified irregularities at some regions.
  - That competition from other blood service organizations will continue.
  - That in view of Blood Services' current financial situation and anticipated increased expenses because of new testing requirements it will have to operate even more cost effectively.
  - That Blood Services will need to increase its blood collections just to stay even in view of the number of blood units discarded after testing.
  - That in order to increase blood collections Blood Services will have to be increasingly sensitive to the circumstances of donors by, for example, establishing more flexible collection schedules.
  - That donor site volunteers are a relatively old volunteer group.

SECTION II RECOMMENDATIONS

II-1. **It is recommended** that the word volunteer PRIMACY be understood to refer to the governance function in the Red Cross where volunteers by charter have the ultimate say in goals, policy, direction, and oversight as well as the hiring and firing authority, and ultimate financial accountability. It is further recommended that the EMPOWERMENT, rather than the primacy, of volunteers, be the operative word for the volunteer management role. The management role is to be understood to be assigned in the organization to both volunteer and paid staff, though how this role is shared will differ according to circumstances. However, the basic principle should always be one of mutual reliance and inclusion.

II-2. **It it recommended** that the Red Cross reaffirm and enforce its policy that no major initiative will go forward at any level of the organization without an assessment of its implications for volunteers and appropriate and timely volunteer input. Such major initiatives include reorganizations, realignments, new program development, external partnerships or agreements, policy studies, and modifications to established policies, practices, or procedures. This recommendation is not meant to imply that volunteer considerations should always be determinant, but only that they be carefully and appropriately considered.

II-3. **It is recommended** that the degree of volunteer involvement in a unit or service not be measured by absolute increases or decreases in volunteer numbers, but rather by the degree of volunteer intensiveness, i.e., the ratio between volunteer and paid staff.

II-4. **It is recommended** that training in volunteer administration be made a requirement for all paid and volunteer management level personnel throughout the organization, including and especially the Blood Services Regions; that volunteer administration training occur as soon as possible after new management personnel are assigned, and no later than three months after their assignment; that such training be updated or enhanced at appropriate intervals; and that a systematic approach be adopted for the planning and delivery of such training throughout the organization. Volunteer administration is becoming more of a recognized discipline and should be part of management training in an organization as dependent on volunteers as the American Red Cross.

II-5. **It is recommended** that training in volunteer administration and/or substantial experience in volunteer administration be a prerequisite for being hired into a Red Cross human resources management position.

II-6. **It is recommended** that a special orientation to the volunteer culture, policies, and practices of the Red Cross be developed (with special attention to paid staff/volunteer team relationships) and that this orientation be mandated for all paid and volunteer staff at managerial levels throughout the organization and for all new paid and volunteer staff within six months of joining the organization. In addition, it is recommended that this orientation to the volunteer culture of Red Cross be strongly encouraged for board members within three months of asssuming their positions.

II-7. **It is recommended** that, given the centrality of volunteers to the American Red Cross, the Human Resources Committee of the Board of Governors include to a greater extent than heretofore the consideration of volunteer policy matters on its agenda.

II-8. **It is recommended** that chapter boards and RBSC's be encouraged to include some members experienced in, and knowledgeable about, volunteer management and about current issues in volunteer administration. The extent to which such experience and expertise is represented on governing structures is currently uneven. It is recommended that field units be encouraged and assisted with educating and sensitizing their board membership to human resources, and in particular volunteer resources, needs and capacities of their unit's operation in the same way that they are to the unit's financial resource needs, capacity, and performance.

II-9. **It is recommended** that greater volunteer management expertise be brought to the territorial level of the organization by means of adding to the all-volunteer field service consultant teams an expert in volunteer management with specialized training or long-term experience in volunteer administration. This consultant would not only make available expertise in this field to the territorial chapters but would assist the field service chairman and manager in their support and nurturing of the volunteer consultants on their team.

II-10. **It is recommended** that the organization recognize openly that volunteer participation in the Blood Services regions (as opposed to chapter blood services) is much more limited than elsewhere in the organization, and **it is further recommended** that a new volunteer resource position for blood and transplantation services be established at the national level to help address this situation. The incumbent (either paid or voluteer staff) would be responsible for systematically reviewing the roles of volunteers organization-wide in the Blood Services regions, defining new opportunities, analyzing problem areas, and developing communications systems between Blood Services regions and chapter volunteer management personnel. This position would require dual competencies in blood services and volunteer management and should be given high visibility and strong management support, including adequate funding for necessary travel and staffing assistance.

II-11. **It is recommended** that greater policy direction be given and attention be paid (in both speech and the written and printed word) to the appropriate and accepted vocabulary in describing the Red Cross work force. This is always "paid and volunteer staff" or "paid and volunteer consultants" or "paid and volunteer instructors" etc., and never "professional staff and volunteers," and only in rare circumstances (as in the case of very short-term volunteers) "paid staff and volunteers." The order in which paid staff and volunteer staff is referred to is to be deemed of no importance or consequence. The entire organization (including volunteers themselves) are to be encouraged to think of volunteers as the staff members which they are with all the organizational support and personal responsibilities which this implies. Such phrases and attitudes as "I am just a volunteer" or "he is just a volunteer" are to be strongly discouraged.

II-12. **It is finally recommended** that the SD21 study be mindful in its consideration of the issue of chapter reorganization, of the potential of a reduced volunteer role--especially in managerial and organizational support functions--in "headquarters-type" chapters.

SECTION III

VOLUNTEER DEFINITION AND COUNTING

Changing practices and philosophy in the field of volunteerism, and inconsistencies within the Red Cross in the definition and counting of volunteers, suggest the need for a new volunteer definition. This section presents such a recommendation.

TRADITIONAL DEFINITION

Traditionally, there has been a premise that a volunteer is a person who undertakes actions which are:

- Uncoerced.
- Unremunerated.
- Undertaken for a nonprofit cause and as a service to others.

Today it is accepted and acknowledged in the field that reality does not always coincide with this premise.

Coercion

For example, community service volunteers who are court-referred by alternative sentencing programs and, more recently, "workfare" volunteers are in effect mandated to "volunteer." Their choice to do so rather than go to prison or forego financial assistance, respectively, is not an uncoerced choice (nor, for that matter, is their work truly unremunerated). Similarly, some public officials and some proposed legislation speak of "volunteers" performing "mandatory national public service."

More subtle forms of coercion have always existed but have only recently been acknowledged: for example, pressure on employees to volunteer by employers; also pressure placed on spouses by their partners or their partners' organizations--especially in fields such as the ministries, the military, and the foreign service--to participate in volunteer community service.

Remuneration

Similarly, absence of remuneration is now a matter of degree or interpretation. ACTION volunteers (Peace Corps, Vista, Foster Grandparents, R.S.V.P.) receive a subsistence stipend plus, in some cases, a lump sum at the end of their commitment. They are considered volunteers because the stipend, by special agreement with the federal government, falls below the minimum wage and because their skills could command substantially higher salaries in the marketplace. Other forms of remuneration include, for example, academic credits offered to interns.

Recent proposals by several federal public officials and bills introduced in various state legislatures would offer "vouchers" to volunteers which could be redeemed for specified purposes such as the repayment of student loans or down-payments on a first home. Still other volunteer programs provide for the banking of volunteer credit hours on which a volunteer can draw at some future time when he or she is in need of volunteer services.

Finally, such practices as "work release" and "loaned personnel" add further complexity to the definition of a volunteer.

Motivation

As for the motivations of those who volunteer, recent studies have shown that these run the full gamut of human needs and ambition. They include the desire to "do good" and "make a contribution," but also the desire for social interaction, the desire for achievement, the desire for professional or personal growth, the desire to get a foot in the door to paid employment, and the desire for power and prestige, to name but a few.

RED CROSS DEFINITION

In the Red Cross, volunteer definition is particularly difficult because certain Red Cross services (such as the teaching of Red Cross courses and the dissemination of Red Cross materials and information, for example) often are performed in the context of paid employment with other organizations.

The American Red Cross currently defines a volunteer as--

> "any individual who gives service through the organization without receiving payment from the Red Cross for the service."

This definition was passed by the Board of Governors in 1951 with the specific purpose of including among volunteers not only those who provided direct service to Red Cross clients, but also those who were engaged in organizational support tasks.

There is little guidance as to how "through the organization" is to be interpreted. The only guidance comes in the directions issued to the field units for reporting volunteer numbers. This guidance specifically excludes both donors of money and donors of blood, as well as students participating in Red Cross activities by means of at-school programs only. It gives no directions as to whether to count various types of volunteers paid by third parties. Red Cross course takers are currently considered Red Cross clients, not volunteers, though as recently as February 1951, a staff committee on volunteers at national headquarters suggested that course takers and persons who have completed Red Cross courses be considered volunteers.

Since there is no detailed guidance to chapters or SAF stations on volunteer definition, definition and counting practices vary from field unit to field unit and often from service to service within field units. Definition and counting practices also vary within the national sector.

Definition Practices in the Red Cross

- Persons who are placed with the Red Cross and paid the full minimum wage by public or private job training programs are counted as volunteers by about 19.6 percent of all chapters and 22.0 percent of SAF stations, and by 33.6 percent of the largest (Group I and II) chapters. They are frequently, though not uniformly, counted as volunteers at the regional and national levels.

- Instructors who teach Red Cross courses as part of their regular paid jobs with other organizations are counted as volunteers by 56.5 percent of all chapters, by 62.9 percent of all KRCs, by 35.4 percent of the all-volunteer chapters, and by 48.1 percent of Group IV and V chapters.

- Instructors who teach Red Cross courses during their normal working hours but in addition to their normal job responsibilities are counted as volunteers by close to 69.1 percent of Red Cross chapters and 68.0 percent of SAF stations.

- As many as 18.8 percent of all chapters consider all instructors as volunteers, even those paid a per diem by the Red Cross.

- Close to 27.5 percent of the chapters report counting Red Cross paid staff among their volunteers if they work after hours or outside their normal areas of responsibility. Of paid staff respondents, 74.1 percent (including staff at managerial levels) consider some of the time they spend working for the Red Cross as volunteer time. Some national headquarters departments count chapter paid staff as volunteers when they participate on national committees. A few national headquarters departments allow paid consultants to list some of their hours as volunteer time.

- Of all chapters, 45.9 percent count mandated community service volunteers among their volunteers.

- Interns working for academic credit or professional certification are counted by most chapters and SAF stations as volunteers. Statistically most significant is the dental assistantship program at military hospitals which, in return for 500 unpaid hours, extends certification for entry into the field as a paid professional. Some chapters count as volunteers only those dental assistant interns who give service beyond the 500 hours, others count them all.

- A few Red Cross SAF stations overseas are managed or served by stipended personnel called "contract volunteers." The dollar value of the stipend varies with geographic location but in all cases covers expenses such as lodging, transportation, food, and laundry.

It becomes evident from the above discussion of practices and trends both inside the Red Cross and in the wider nonprofit community, that there is a need for a new volunteer definition, and for organization-wide guidelines for its interpretation. Certainly, an organization which considers the number of its volunteers to be an important statistic, and which has made the level of volunteer involvement part of unit performance standards, needs to have established and uniformly applied criteria by which to count volunteers. And also certainly, an organization which seeks to establish effective policies of volunteer administration and support needs to know the nature of its volunteer force.

MINIMUM REQUIREMENTS

Closely associated with questions of volunteer definition is the question of minimum requirements. In other words, should an individual who gives one hour of time on a one-time basis be counted as a volunteer in the same way that a person performing volunteer services on an on-going basis is counted? Again, there are currently no general policy guidelines on this matter in the organization and, therefore, vast differences of both policy and practice exist between units.

Study Findings on Minimum Requirements

- A little over 50 percent of chapters, 53 percent of SAF stations and about one third of blood regions have a policy which prescribes a minimum of hours donated or times served before a person is counted as a volunteer.

- About one third of chapters, almost three quarters of SAF stations, and 14 percent of Blood Services regions insist that a person undergo an orientation to Red Cross before being placed on the volunteer roster.

- A large percentage of, but by no means all, field units have a policy to count only those volunteers for whom they have at least a record of name and address. In actual practice, however, 76.6 percent of all chapters, 91.6 percent of the larger chapters, and 61.0 percent of the SAF stations count as volunteers persons who participate in a single event regardless of whether their names and addresses are known. Many such events involve large numbers of volunteers such as athlete-participation fund-raising events, or city-wide marathons where volunteers line the streets to help define the race route for the runners.

- A total of 10.2 percent of all chapters, 29.0 percent of all-volunteer chapters, 5.4 percent of SAF stations, and 14.4 percent of Blood Services regions report having no minimum criteria for volunteers at all.

- Disaster services, more than any other service, have established criteria for counting their volunteers, though the degree of compliance with policy varies. The criteria are to count volunteers who are trained, have updated their training as required, have responded at least four times a year in some way (not necessarily to a disaster).

Issues in Minimum Requirements

What is best for the organization in terms of minimum volunteer requirements?

On the one hand, it is of benefit to both the organization and the volunteers to avoid stringent criteria which complicate or discourage large-scale or informal volunteer involvement. Exclusionary criteria deprive the organization not only of valuable volunteer services and good will, but also of substantial volunteer counts which are recognized as useful informational tools for organizational image, fund-raising, and United Way fund allocation purposes. United Way sets great store on demonstrably high levels of volunteer participation, and the Red Cross competes for United Way funds with organizations that are very inclusive in their volunteer counts.

On the other hand, the absence of minimum requirements for volunteer status carries with it negatives as well:

- The absence of standards devalues the term volunteer.
- Persons of skill and competence prefer working for organizations that have high expectations of their participation.
- In a time when organizations increasingly are making significant resource commitments to the logistical and developmental support of their volunteer forces, it makes eminent sense to expect volunteers to have made certain commitments as well.
- It is neither realistic nor effective to have similar volunteer administration practices in place for vastly different volunteer populations with vastly different degrees of commitment and involvement.

The answer for the organization lies in being inclusive for purposes of total volunteer counts for external informational purposes, and then to categorize the volunteers for purposes of achieving an understanding of these volunteer numbers, more effective volunteer management, appropriate levels of volunteer support, and a data base for informed strategic human resources planning.

ISSUES IN COUNTING

Lapses in Counting

While many current counting practices tend to maximize the volunteer count, there are some groups of volunteers who are irregularly or never counted. These include national headquarters volunteers, operations headquarters volunteers, field service volunteers at both the chairman and consultant team level, and blood donor recruiters.

Counting Hours

- Counting hours is considered "old fashioned" by many in the Red Cross. Nevertheless, fewer than 19 percent of chapters count no hours at all.

- As many as 66.1 percent of the chapters count hours in health and safety services; 61.0 percent of the blood regions report that hours are counted in blood services; 40.0 percent of chapters count hours in one or more of other "hands-on" services to clients; 43.1 percent count hours for clerical volunteers; somewhat fewer count hours for other organizational support volunteers such as fund raisers or for youth volunteers. A substantial number of chapters count hours for all their volunteers including board members. (Some chapters facilitate hours counting by having preset hour counts for various volunteer activities such as board meetings.)

- Of SAF stations, 83.0 percent count hours for all volunteer activities including board meetings. Fewer than 5 percent of SAF stations count no hours at all. SAF stations set high store by recording hours, as this is considered a good mechanism to ensure appropriate volunteer recognition for persons who, as military families do, frequently transfer to new locations.

- Red Cross volunteers in Veterans Administration Services regularly count hours and report them to their VA supervisor and their local Red Cross chapter.

- There is very little counting of hours at the field service level and almost none in the national sector.

- Outside the Red Cross, hours are still a popular counting method for those organizations who keep volunteer records. Alternative sentences by courts of law and work-fare requirements from government agencies usually specify hours to be served. Local United Ways frequently ask for, and like to see, volunteer hours counted and translated into dollar equivalents.

SECTION III RECOMMENDATIONS

III-1. **It is recommended** that, as a generic definition of a volunteer, the Red Cross adopt the following:

> VOLUNTEERS ARE INDIVIDUALS WHO REACH OUT BEYOND THE CONFINES OF PAID EMPLOYMENT AND NORMAL RESPONSIBILITIES TO CONTRIBUTE TIME AND SERVICE TO A NONPROFIT CAUSE IN THE BELIEF THAT THEIR ACTIVITY IS BENEFICIAL TO OTHERS AS WELL AS SATISFYING TO THEMSELVES.

III-2. **It is recommended** that, as the definition of a Red Cross volunteer, the Red Cross adopt the following:

> A RED CROSS VOLUNTEER IS AN INDIVIDUAL WHO, BEYOND THE CONFINES OF PAID EMPLOYMENT AND NORMAL RESPONSIBILITIES, CONTRIBUTES TIME AND SERVICE TO ASSIST THE AMERICAN RED CROSS IN THE ACCOMPLISHMENT OF ITS MISSION.

Notes:

The new definitions are both broad enough to reflect many of the modern-day initiatives and realities in the field of volunteerism, and yet precise enough to identify and retain the basic principles of volunteerism.

Both the generic and the Red Cross definitions include the basic values of volunteerism espoused by the Red Cross since its inception:

- Service to something larger than, or beyond, oneself.
- A commitment of personal time or effort beyond the scope of normal responsibilities.
- A commitment of personal time or effort beyond a formal for-pay relationship.

Additionally, the two definitions as phrased accomplish the following:

- They acknowledge the fact, currently well accepted in the field of volunteerism, that volunteers themselves also benefit from the volunteer experience and, thus, avoid reflection about the priorities of volunteers' motivations or the degree, if any, of coercion.

- They establish the distinction, and eliminate the confusion, between the concepts of volunteerism and public service. (This confusion is generated by the fact that many individuals make substantial financial sacrifices to be public servants or to serve the public through employment with nonprofit organizations. Their contribution is not, however, beyond the scope of their paid employment.)

- They address the remuneration issue, while leaving open the door to various forms of volunteer "enabling" and motivating initiatives such as specialized training, stipends, student loan repayment vouchers, among others.

- They permit the logical resolution of problems of volunteer definition presented by volunteers paid by "third parties" and volunteers providing service during their working hours.

III-3. **It is recommended** that the definition of a Red Cross volunteer be interpreted uniformly throughout the organization and that precise guidelines be established for that purpose.

III-4. **It is recommended** that the guidelines specifically NOT include as volunteers:

  - Contributors of blood or money.

  - Course takers.

  - Individuals who, though not paid by the Red Cross, are paid direct wages by public employment training programs or other programs for work performed during placement with the Red Cross for training or other purposes.

  - Paid Red Cross staff at the managerial level or paid consultants even if working after hours or beyond their normal responsibilities.

  - Instructors who are paid a fee or per diem by the Red Cross.

  - Executives or other personnel on loan to the Red Cross for a specified time period through formalized arrangements between their employers and the Red Cross and who remain on salary with their employers. Their time should be considered an "in-kind" donation by the employer to the Red Cross. Similarly, pro bono work by law firms or other firms should be considered an "in kind" financial contribution.

- Individuals who teach Red Cross courses as a normal part of their paid employment with a third party UNLESS they declare themselves willing to donate, and within a calendar year do donate, additional services or unpaid time in one or more ways.

Notes:

Individuals who teach Red Cross courses as a normal part of their paid employment are affiliated with Red Cross in any case as certified instructors, if not as volunteers. As such, (regardless of whether they are volunteers or not) they should be subject to ARC quality control, supervision, and recertification. Individuals included in that category are, for example, swimming instructors at private summer camps or community pools, and school teachers or nurses teaching Red Cross courses as part of their instructional duties.

It is important to note that not falling into this category and, therefore, TO BE COUNTED as volunteers are individuals, not paid by Red Cross, who avail themselves of work-release programs at their places of employment or who provide service to the Red Cross during their normal work-day either at their worksite or elsewhere as long as those services lie outside the parameters of their normal work responsibilities. Examples would be an engineer or secretary teaching a CPR course or recruiting blood donors at the work site or elsewhere during normal working hours, or a corporate executive attending a Red Cross board meeting during business hours.

III-5. **It is recommended** that for the purposes of total volunteer counts (for local units and the national organization), all volunteers be included without regard to the length or frequency of their participation. However, **it is also recommended** that, for purposes of a better understanding of volunteer numbers and of more effective internal volunteer administration, a number of volunteer categories be recognized:

- A category (perhaps referred to as "reciprocal program volunteers") for all those volunteers who receive a formalized quid pro quo from the Red Cross (such as stipended volunteers) or a formalized quid pro quo from other organizations to whom the Red Cross is accountable for volunteer performance and time (such as court-mandated volunteers, work-fare volunteers, or transitional volunteers and interns as well as such future "volunteering-against-credits" volunteers described in programs now under consideration at many governmental levels).

- o A category (perhaps referred to as "ad hoc volunteers") who participate only briefly or a single time for a special event or in a special circumstance, for whom no paperwork or registration procedure has been, or can be, completed and for whom the volunteer count is, per force, estimated only. This group would include some of the large numbers involved in special events.

- o A core category of volunteers (perhaps referred to as registered or enrolled volunteers) for whom certain minimum criteria of participation would be established. These criteria would include, at the very least, registration by name and address, a basic orientation to the Red Cross and a yearly minimum active service requirement.

III-6. **It is recommended** that the Office of the National Chairman of Volunteers assume responsibility for the establishment and implementation of a counting process for national headquarters and operations headquarters volunteers, and that this counting process be linked with the Human Resources Information System record keeping function. This process should serve the multiple purpose of signaling trends in the level and nature of volunteer involvement at national headquarters and at the three operations headquarters, and of providing an awareness of the degree to which individual volunteers provide multiple services at this level.

III-7. **It is recommended** that field unit volunteer counts be linked to the field unit's central volunteer personnel record keeping function to increase awareness of the degree to which volunteers work in more than one service or activity, and to facilitate unit-wide human resources planning and needs assessment.

III-8. **It is recommended** that the Regional Management Teams in coordination with chapters establish a procedure which will ensure that volunteer participation in the field service, at both leadership and consultant levels, is accurately reflected in chapter records (or in field service records) and appropriately reported annually to national headquarters.

III-9. **It is recommended** that blood service regions, in conjunction with their field donor representatives and in conjunction with center and participating chapters, develop a method which ensures that all volunteer blood donor recruiters are included in volunteer counts at either the region or chapter level and appropriately reported annually to national headquarters.

III-10. It is recommended that the issue of whether or not to count and record volunteer hours and, if so, for what jobs or positions to count them is a matter that is best left up to individual units. However, it is also recommended that counting hours not be discouraged in the organization.

SECTION IV

VOLUNTEER RESOURCES

The American Red Cross relies substantially on volunteers for its existence, i.e., for its governance, management, and its provision of services. Throughout its history, the American Red Cross has been able to draw its volunteers from a constantly expanding population base. However, growth in the population base has diminished, and rather fundamental changes have been occurring in the composition and characteristics of that population base. Those changes are already affecting the Red Cross and other voluntary organizations, but can be expected to have more significant implications for the organization, and volunteer participation, as the year 2000 approaches.

This section reviews national trends affecting current and future volunteer participation in the Red Cross. It profiles the current Red Cross volunteer, and includes some comparison with the profile of volunteers nationwide. It summarizes key findings and recommendations related to the availability of volunteers, Red Cross recruitment of volunteers, and the organization of responsibility for volunteer resources.

CURRENT PARTICIPATION AND FUTURE VOLUNTEER RESOURCES

Throughout its history, the American Red Cross has functioned as a voluntary organization and has been successful in attracting and retaining volunteers in sufficient numbers. A critical issue is whether the organization will continue to be able to do so in the future.

Future of Volunteer Resources

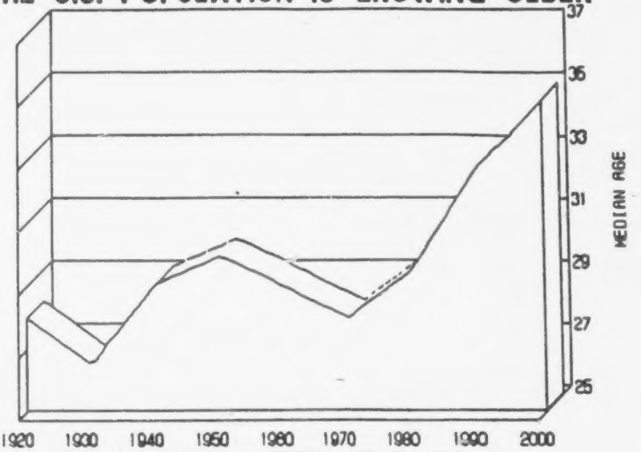
The following trends and conditions have been projected through the year 2000, each of which have implications--directly or indirectly--for the Red Cross with respect to the availability of volunteers, their recruitment, and conditions under which they will give of their time to the Red Cross:

- **The rate of growth in the U.S. population is declining and will continue to decline.** The size of the pool from which the Red Cross and other voluntary organizations draw their volunteers is no longer growing at the rate to which they have become accustomed over the past several decades. This declining growth rate will create more competition for volunteer resources.

- **Most of what population growth is projected to occur will be in the western and southern regions of the United States alone.** This population distribution will create opportunities for the Red Cross in those regions but at the same time will result in a more limited, static, and perhaps even declining population base from which to draw volunteers in the balance of the country.

- **The population is getting older.** The median age is projected to be 36 years old by 2000 with the greatest growth in that segment of the population between 48 and 53, the aging baby boomers. While this may require some assessment of services as the share of elderly expands and of youth declines, the aging baby boomers represent a significant opportunity for increased volunteer participation as they become more established in their careers and attain more free time, and as the oldest members begin to retire.

THE U.S. POPULATION IS GROWING OLDER

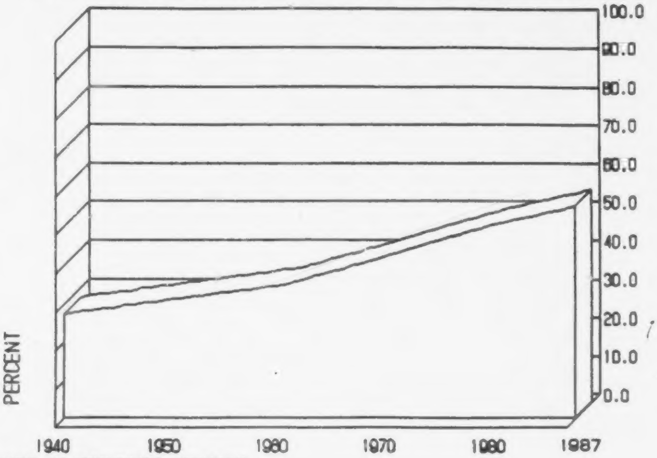


Source: Hudson Institute, "Workforce 2000," p. 80, Fig. 3-2

- **Most of the projected population growth is expected to occur in minority populations.** By 2000, one of every three Americans will be an ethnic or racial minority. This means the segment from which Red Cross volunteers have primarily been drawn will be declining. With the growth in the minority segments, the Red Cross and other voluntary organizations will increasingly need to look to those segments in terms of their service needs, and as a source of volunteers.

- **Female participation in the labor force will continue to increase.** Two-income households will become the norm. Nearly two thirds of women will be in the labor force, further eroding the segment that has historically been a major source of Red Cross volunteers. While working women show a high rate of volunteering (actually higher than women not in the labor force according to a Gallup Poll), they volunteer for fewer hours.

MORE WOMEN ARE IN THE WORK FORCE



SOURCE US STATISTICAL ABSTRACT

- **Unemployment is expected to decline significantly**, with a larger share of the population in the labor force, and pressure for people to continue working longer. People once considered "elderly" are now starting second careers as entrepreneurs and consultants and in service jobs that used to be performed by teenagers. As the proportion of the population in the work force continues to increase, the non-working available to volunteer, especially during current normal business hours, can be expected to decline.

- **Persons who do retire early or in their mid-sixties can look forward to a lengthened and healthier lifespan.** These retirees represent a potentially rich pool of time, experience, and skills.

- **The number and percentage that young people represent of the population will be smaller in 2000.** Replenishing the supply of volunteers, at least from a younger segment of the population, will become increasingly problematic.

- **The labor force is expected to increasingly work flexible hours.** The population will increasingly expect the same flexibility and options in the availability of services, and in opportunities to volunteer, that they will have available to them for their paid employment. Young professional couples and young families will increasingly want to spend their non-working time together.

- **More and more households will have two wage earners**, including more and more households with children, where increasingly both parents will be working for pay. This trend has already squeezed, and is expected to continue to tighten, the availability of what have been the traditional volunteer sources--middle-income and middle-aged married women who are not in the labor force.

- **The Independent Sector sponsored Gallup national survey of 1987 found that 45.3 percent of Americans reported volunteering the past 12 months.** Their voluntary time increased from 3.5 hours per week in 1985 to 4.7 hours per week in 1987.

- **Long-term volunteer participation in an organization will tend to be the exception and not the rule.** Although the Red Cross has in fact tended to have significant numbers of long-term volunteers, this may well be changing. The nonprofit sector has been experiencing an increase in the incidence of episodic volunteering or one-time, project based volunteering. This trend increases the importance of creating meaningful volunteer opportunities for individuals.

- Very few impediments have ever existed to the establishment of new organizations in the nonprofit sector, and new office and communication technologies have facilitated entry even further. In addition, greater awareness of, and openness in, addressing social problems have multiplied the number of causes which volunteers can serve. **The result is dramatically increased competition for volunteers.**

- On the other hand, a renewed sense of community service on the part of individuals, and a renewed emphasis on and interest in volunteerism, have **enlarged the volunteer pool and the propensity of people to volunteer.**

Current Red Cross Volunteer Resources

The following are key findings about conditions and trends in the Red Cross volunteer work force. More detailed analysis follows this abbreviated list.

- **The total volunteer force of the American Red Cross is estimated to be in excess of one million volunteers, remaining relatively stable over the past ten years,** with an average estimated volunteer force of 1.4 million members (Red Cross Annual Report).

- **The Red Cross's volunteer force does not exhibit a long-term tendency to either increase or decrease, rather it tends to fluctuate annually.** For purposes of comparison, the Red Cross had 22,984 paid staff as of July 1, 1988. Over the last eight years, this figure has averaged 20,548 with a tendency to increase. This figure does not include contract employees.

- **Most Red Cross volunteers, an estimated 99 percent of them, work through the organization's local chapters, providing organizational support or direct services to Red Cross clients in communities nationwide.** There are comparable numbers of volunteers working for the organization's key resource chapters as on behalf of its smaller territorial chapters, an estimated 684,882 volunteers at 193 KRCs and 690,733 volunteers at 2,662 territorial chapters during 1986-87.

- **While representing less than 1 percent of the organization's volunteer force, some 12,000 volunteers work for the Red Cross overseas, primarily in Services to the Armed Forces on military installations worldwide but also on behalf of the Red Cross in international services.** Another one-thousand plus volunteers provide service in various capacities for the organization's three regional operations headquarters and the national headquarters. Some 50,000 plus volunteers serve annually on Red Cross local chapter boards of directors, and this estimate is included in the above figures.

- **The majority of Red Cross volunteers work in client services.** Among the different areas of service, a single service alone--blood services--is estimated to involve the services of nearly one-half million volunteers, or a third of the estimated volunteer force working in service capacities.

- **In general, Red Cross units indicate they are having difficulties in at least some areas with the supply or availability of volunteers needed for their operations.** No unit seems to be immune from shortages, though they may be restricted to a given service area or type of position, and seem to vary in the severity of the shortage. Blood Services regions are the most inclined to report having significant problems in their supply of line volunteers in particular. Paid leadership of the units are more inclined than volunteer leadership to express that their units are short on volunteers.

- **For most service areas and types of volunteer positions, Red Cross units are as likely to indicate they are easy to recruit volunteers to fill as they are to report difficulty in**

recruiting. Fund raising and nursing tend to be the exceptions and the positions consistently reported as difficult areas for recruiting volunteers.

- **Female participation in the Red Cross' volunteer force exceeds male participation as is the case in voluntary activities overall.** In the Red Cross, however, females' disproportionate representation is not maintained for all roles and functions. There is greater comparability in the incidence of male and female volunteer leaders, but females tend to be underrepresented among governance level volunteers and in particular among chapter board chairmen. Males tend to be underrepresented among management volunteers and in particular service chairmen.

- **Minority participation in the Red Cross' volunteer force lags behind their incidence in the population but tends to be comparable to participation rates in the voluntary sector as a whole.** Their participation does not differ significantly across roles and functions, with one exception: Minority representation at SAF stations is comparable to that of the population in general, but probably lags behind the minority incidence in the military community. As part of a commitment to affirmative action in both its paid and volunteer ranks, the Red Cross has undertaken several initiatives to increase minority participation.

PROFILE OF RED CROSS VOLUNTEERS

This section describes the Red Cross volunteer. The demographic characteristics of Red Cross volunteers are reviewed including the key characteristics of volunteers in different Red Cross units, some comparisons with Red Cross paid staff as well as selected comparisons with demographic characteristics of volunteers in other service organizations and of the United States population in general.

Demographic Characteristics of Red Cross Volunteers

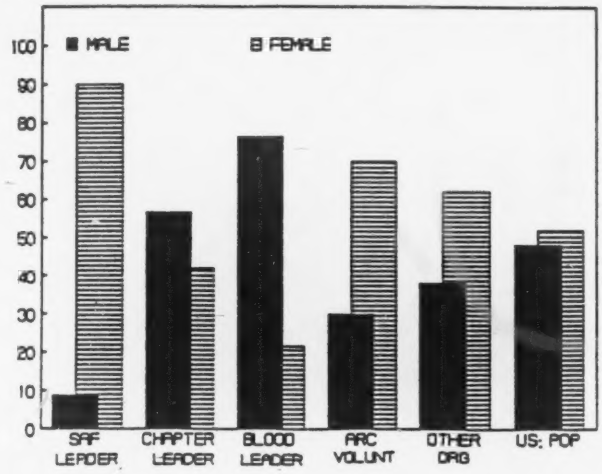
Sex Distribution

The American Red Cross 4Cs Study (Report of the Comparative Study of Contributions, Customers, and Clients, January 1987) found that current Red Cross line volunteers tend to be female (70 percent). Among chapter volunteer leadership and field service chairs (organization-wide) there is about an equal chance of the individual being a male or a female. **Volunteer 2000 Study** findings indicated chapter chairs tend to be male and chairmen of volunteers tend to be female. The boards of large chapters tend to be male-dominated.

There is also a clear propensity for other volunteer segments to be dominated by members of one or the other sex: Females tend to dominate SAF station volunteers, as might be expected given the sex distribution of the armed services and the stations' reliance on spouses of military members as volunteers. Males tend to dominate the Blood Services regions' volunteer leadership, as might be expected given the propensity of the regional blood services committees to reflect local business leadership. Over three quarters (76.5 percent) of the **Volunteer 2000 Study** Blood Services regions' volunteer leadership survey respondents are males.

Although volunteer leadership in the chapters and field service teams is equally likely to be male or female, chapter paid leadership is more likely to be female (72.3 percent) and the field service manager is more likely to be male (69.8 percent). In comparison to SAF volunteer leadership, which tends to be female-dominated, there is greater male representation among SAF station managers (59.7 percent).

VOLUNTEER PARTICIPATION BY SEX

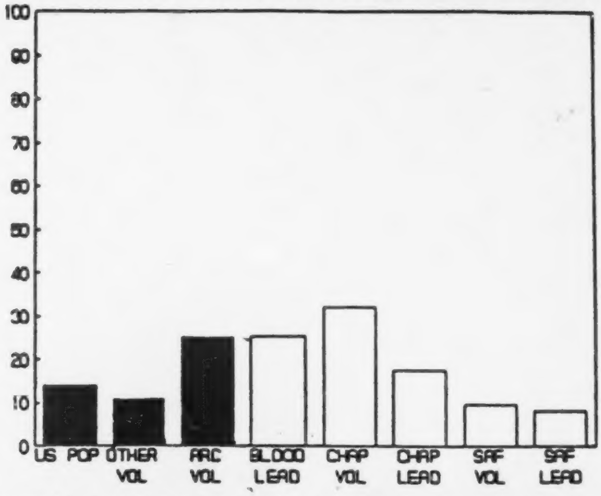


Age Distribution

In at least three sample segments--chapter line volunteers, blood service volunteer leadership, and field service chairs--a quarter or more of the volunteers represented are 65 years of age or older. In those same segments, less than 10 percent of those represented are under 35 years of age. Interestingly, the youngest volunteers (both line and leadership) tend to be located at SAF stations, where the median age group is 35 to 44 years old, and more than a quarter of its volunteers in the sample are under 35 years of age.

For the most part, Red Cross volunteers in the **Volunteer 2000 Study** survey sample are concentrated in the middle-age groups with 50 percent or more of the chapter volunteers, blood services volunteer leadership, and field service chairmen age 55 or older. This is comparable to the 4Cs Study (Report of the Comparative Study of Contributions, Customers and Clients, January 1987) finding that nearly half of Red Cross volunteers are age 50 or older, and comparatively older than volunteers of other service organizations.

VOLUNTEER PARTICIPATION OVER AGE 65



Red Cross's paid leadership tends to be of a comparable age (or somewhat younger) than its volunteer leadership, and considerably younger than its line volunteer force. While about a quarter of the paid leadership of the SAF stations, chapters, and blood services regions are 55 years of age or older, more than half of the paid leadership responding are between 35 and 54 years of age.

Race Distributi

In general, Red Cross volunteer segments are predominantly Caucasian. With the exception of the volunteer force at SAF stations, minority participation is a smaller share of the line and leadership volunteers than their incidence in the population. In the chapters, Blood Services regions and field service, minority participation represents less than 5 percent in the survey sample. In contrast, at the SAF stations, minority participation is more than 5 percent among volunteer leadership and more than 10 percent among the line volunteers. For the most part, Red Cross volunteer and paid staff have similar racial compositions, with a somewhat greater representation of minorities in all the paid staff segments than is evidenced in the volunteer segments.

Demographic Characteristics of Volunteer Segments
(Percentage of Respondents)

	SAF Vol Leader	SAF Vol	Chapter Vol Leader	Chapter Vol	Blood Vol Leader	Field Service Chair
Sex Distribution						
Male	8.9	11.7	56.4	33.8	76.5	45.5
Female	89.9	86.9	42.1	65.7	21.6	54.5
Age Distribution						
18-24 yrs	1.3	7.1	0.4	1.6	0.0	0.0
25-34 yrs	24.7	32.5	8.5	11.4	0.0	2.3
35-44 yrs	41.1	27.6	23.3	14.1	19.6	11.4
45-54 yrs	16.5	11.7	21.0	17.1	19.6	18.2
55-64 yrs	7.6	9.9	28.1	22.6	33.3	40.9
65-74 yrs	7.6	9.2	17.4	25.4	25.5	25.0
75 + yrs	0.6	0.4	0.0	6.5	0.0	2.3
Race Distribution						
Caucasian	89.2	84.5	94.4	95.1	96.1	100.0
Minority	8.3	14.2	4.7	4.0	2.0	0.0
Marital Status						
Single	5.7	9.6	16.1	32.7	7.8	9.0
Married	94.3	90.1	82.8	66.7	88.2	90.9
Education Status						
High School or less	14.6	19.1	9.9	22.8	5.9	4.5
Some College	39.2	36.4	22.7	28.2	5.9	34.1
4 Years College	22.8	24.0	25.0	21.2	31.4	27.3
Grad/Prof School	22.8	19.8	41.1	26.7	54.9	31.8
Employment Status						
Employed Full-Time	7.6	14.1	53.0	28.7	64.7	27.3
Employed Part-Time	15.8	7.4	7.8	9.0	2.0	6.8
Retired	8.9	13.1	21.7	37.4	19.6	43.2
Unemployed (seek empl)	5.7	7.1	0.6	1.8	0.0	0.0
Not Employed	62.0	57.2	15.6	20.6	11.8	22.7

Demographic Characteristics of Volunteer Segments (continued)

	SAF Vol Leader	SAF Vol	Chapter Vol Leader	Chapter Vol	Blood Vol Leader	Field Service Chair
Total Household Family Income in 1986 or 1987						
Less than $10,000	0.6	1.8	1.6	4.9	0.0	0.0
$10,000-19,999	7.6	17.0	5.4	14.4	0.0	4.5
$20,000-29,999	16.5	21.2	8.0	17.0	3.9	4.5
$30,000-39,999	19.6	17.0	12.6	15.8	3.9	22.7
$40,000-49,999	17.7	14.1	11.4	11.4	9.8	15.9
$50,000-59,999	13.3	10.2	11.4	7.9	2.0	9.1
$60,000-69,999	5.7	3.5	8.2	4.1	15.7	9.1
$70,000-79,999	3.8	2.1	6.4	2.2	3.9	6.8
$80,000-89,999	1.3	0.7	4.8	2.4	9.8	2.3
$90,000-99,999	0.6	0.0	3.5	0.7	2.0	6.8
$100,000 +	1.9	0.7	11.9	3.7	29.4	4.5
Don't Know	2.5	3.9	2.5	4.9	0.0	4.5
Other Voluntary Work During Past 12 Months						
American Cancer Society	6.3	4.2	10.1	10.5	5.9	6.8
American Heart Association	6.3	3.9	10.7	10.5	9.8	4.5
Salvation Army	2.5	1.4	5.2	2.8	3.9	4.5
YMCA/YMCA/YMHA/YWHA	2.5	1.1	10.4	7.6	3.9	4.5
Church/Religious Group	46.2	44.9	61.2	53.9	51.0	63.6
Union	1.3	1.1	3.0	3.3	0.0	4.5
School/Youth Group	39.2	34.3	32.9	26.1	17.6	27.3
Hospital	5.1	6.7	24.7	22.5	19.6	25.0
Other Health Organization	4.4	5.7	10.9	11.3	5.9	2.3
Political Organization	1.9	2.1	21.7	10.9	7.8	18.2
Service Organization	61.4	45.9	28.9	15.6	35.3	22.7
Professional Organization	7.6	3.9	26.6	11.8	37.3	18.2
Cultural Organization	6.3	4.9	19.7	10.0	9.8	29.5
Social Svc. Organization	17.1	22.6	17.4	11.1	17.6	27.3
Minority Organization	1.3	2.5	4.2	1.6	3.9	N.A.
Volunteer Referral	5.1	2.8	5.2	3.6	3.9	11.4
United Way	3.2	N.A.	35.9	N.A.	21.6	36.4
Other	17.1	15.5	19.4	23.4	19.6	18.2

Source: Survey of SAF Volunteer Leadership; Survey of SAF Volunteers; Survey of Chapter Volunteer Leadership; Survey of Chapter Volunteers; Survey of Regional Blood Services Volunteer Leadership; Survey of Field Service Chairmen; **Volunteer 2000 Study**, 1988.

Demographic Characteristics of Paid Staff Segments

	SAF Managers	Chapter Paid Leadership	RBS Paid Leadership	Field Svc. Manager
Sex Distribution				
Male	59.7	26.3	52.9	69.8
Female	40.3	72.3	44.1	28.3
Age Distribution				
25-24	8.5	15.6	11.8	5.7
35-44	35.7	32.1	44.1	45.3
45-54	24.0	20.0	19.1	35.8
55-64	24.8	26.2	22.1	9.4
65-74	3.9	4.1	0.0	1.9
75+	2.3	0.0	0.0	0.0
Race Distribution				
Caucasian	85.3	94.6	91.2	92.5
Minority	13.8	3.5	7.3	7.5
Marital Status				
Single	30.3	30.1	20.6	22.7
Married	69.8	68.2	79.4	75.5
Education Status				
High School or Less	1.6	8.2	1.5	0.0
Some College	12.4	26.4	4.4	1.9
4 Years College	47.3	31.0	20.6	56.6
Grad/Prof. School	38.8	31.9	73.5	41.5
Voluntary Work During Past 12 Months				
American Cancer Society	2.3	7.2	7.4	0.0
American Heart Association	2.3	6.7	5.9	1.9
Salvation Army	0.8	5.9	2.9	1.9
YMCA/YWCA/YMHA/YWHA	1.6	9.0	--	3.8
Church/Religious Group	43.4	52.3	35.3	58.5
Union	0.8	1.9	--	3.8
School/Youth Group	27.9	36.5	32.4	26.4
Hospital	2.3	15.6	22.1	3.8
Other Health Organization	5.4	10.7	13.2	7.5
Political Organization	4.7	13.8	8.8	9.4
Service Organization	31.8	32.8	30.9	32.1
Professional Organization	10.1	16.8	36.8	13.2
Cultural Organization	7.0	10.7	10.3	11.3
Social Svc. Organization	19.4	23.9	5.9	20.8
Minority Organization	6.2	3.6	1.5	5.7
Volunteer Referral	8.3	10.9	7.4	3.8
United Way	26.4	48.7	36.8	22.6
Other	14.0	15.7	13.2	18.9

Source: Survey of SAF Managers; Survey of Chapter Paid Leadership; Survey of Regional Blood Services Paid Leadership; Survey of Field Service Managers; **Volunteer 2000 Study**, 1988.

Marital Status

The highest incidence of married volunteers occurs at the SAF stations with more than 90 percent of the line volunteers and volunteer leadership indicating they are married. Given the community served and station's reliance on spouses of military members this is consistent with expectations. Singles--both never married and widowed--represent a significant share (more than 10 percent each) only of the chapter line volunteers in the survey sample. Although the majority of paid leadership, like the volunteer segments, are married, more of the paid segments report being single--never married, divorced, widowed--than do volunteer segments.

Educational Status

Red Cross volunteers in the **Volunteer 2000 Study** survey sample reflect a fairly high level of education, the majority of respondents indicating they have had at least some college. Volunteers who only completed high school represent more than 10 percent of only three segments: SAF line and leadership volunteers as well as chapter line volunteers. The most highly educated segment is the blood services volunteer leadership where over 80 percent (86.3 percent) indicate they completed four years of college and 54.9 percent have had graduate or professional school training. Red Cross leadership volunteers overall appear to be fairly highly educated, with at least some college background, if not more extensive postsecondary degree work.

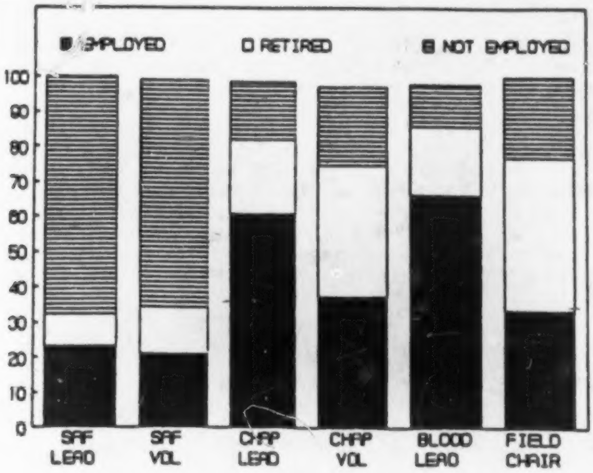
Like the volunteer force, Red Cross paid leadership is very well educated, the majority having a college education. An even larger share of the paid staff than of the volunteer force report attending graduate and/or professional schools.

Employment Status

Among the different volunteer segments, the lowest share of the SAF line and leadership volunteers report being employed either part- or full-time and the highest percentage of these segments indicate they are not employed (more than half of the line volunteers as well as SAF leadership volunteers). Over half of the chapter volunteer leaders and two-thirds of the blood services volunteer leadership report they were employed on a full-time basis. Among chapter line volunteers, there is about an equal incidence of being employed full-time, being retired, or not working. The 4Cs Study found that a larger share of Red Cross volunteers are retired than are the volunteers of other service organizations, a finding reiterated here for most volunteer segments, with more than 20 percent of volunteers reporting they are retired.

RED CROSS VOL. EMPLOYMENT STATUS

RED CROSS VOL EMPLOYMENT STATUS



Distribution of Household Income

In general, Red Cross volunteer leaders tend to be from households with higher annual family incomes than those of the line volunteers. The median income range of both SAF and chapter volunteers in the survey sample was $30,000 to $39,999. In comparison, the SAF volunteer leadership have a median income range of between $40,000 and $49,999 and the chapter volunteer leadership a median income range of between $50,000 and $59,999. The Blood Services volunteer leadership have the highest household income among the different volunteer segments, a median range of $80,000 to $89,999. The distribution of paid leaderships' household income is similar to that of their volunteer counterparts. However, paid leadership generally reports a lower annual household income than does volunteer leadership.

Length of Service With The Red Cross

In general, approximately a third of the volunteers have been with the Red Cross for five years or less, a third have volunteered with the Red Cross for between 6 and 15 years, and the other third have been with the organization 16 or more years. Some differences are observed among segments with respect to length of service, with SAF station volunteers and volunteer leadership tending to be the newest to the organization. With the exception of SAF station managers, where the paid staff tend to have been with the organization considerably longer than the volunteers at the station, the distribution of paid staff tenure with the Red Cross is comparable to that of the volunteer force.

Other Red Cross Unit Experience

About half of each volunteer segment report that they have at least at some time volunteered elsewhere in the Red Cross. For most segments, this is most likely to be another unit of the same type (i.e., chapter volunteers who volunteered at another chapter, and so on). However, between 10 and 20 percent of volunteers indicated they had served in some other unit. Of all the segments, the SAF station volunteers are the most prone to have provided volunteer service in a chapter, in addition to serving at other SAF stations. Given the mobility of military personnel and their families, a higher share of SAF volunteers than other volunteer segments report they have volunteered at other units.

Experience as Red Cross Paid Staff

A minority--between 10 and 15 percent of volunteers--report that they at some time were Red Cross paid staff. Most of those who were paid staff members at one time were paid staff for the same unit at which they currently volunteer. Otherwise, they tended to be at a similar type of unit as that at which they are currently volunteering. Most were involved in a paid capacity with a field unit, with relatively few reporting they were paid staff at an operations headquarters or national headquarters.

In contrast to current volunteers, more than half of the paid staff respondents reported that they had at some time volunteered for the Red Cross. In many cases, those who had previously volunteered for the Red Cross had done so at the same unit at which they were a paid employee; 29.4 percent of the regional blood services leadership had previously volunteered in their blood region; 43.2 percent of the paid chapter leadership had at some time volunteered for their chapter. Paid staff are more likely to have volunteered for their current or a similar unit than they are to have volunteered for some different type of unit than that in which they are currently employed.

Areas of Volunteer Experience With The Red Cross

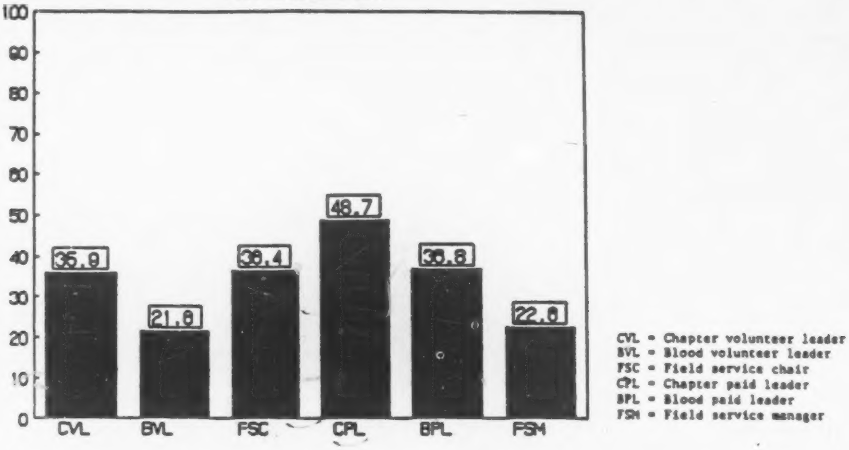
As one might hope would be the case, given their job responsibilities, field service chairmen appear to have the greatest exposure to the widest range of different service and administrative areas. Over half of the field service chairmen report having had volunteer experience in disaster services, SAF, health and safety services, blood services, community services, volunteer management, fund-raising, board and committee work. The volunteer leadership of any given unit appears to have somewhat more exposure to diverse areas of service than does the line volunteer. Volunteer leadership is somewhat more prone to have volunteer experience that includes volunteer management, fund raising, public relations, board and committee work, and other administrative experience, than the line volunteer. There is no single service area in which markedly more volunteers consistently report having experience than any other.

Other Volunteer Experience

The majority of Red Cross volunteers report they served other organizations in addition to the Red Cross during the past 12 months. The most popular organizations to which Red Cross volunteers gave their time included their church or a religious affiliation, school or youth group, and some other voluntary service organization. The findings for paid staff voluntary activities are identical to that of Red Cross volunteers. Volunteering for their church or religious organization is the most prevalent, followed by voluntary work for school and youth groups and other service organizations. Between a quarter and a third of the Red Cross volunteer and paid leadership indicated they volunteered for their local United Way.

VOLUNTEERING BY RED CROSS PERSONNEL

FOR UNITED WAY



Profiles of Volunteer Segments

This section profiles the Red Cross volunteers who serve in different parts of the organization, including the Red Cross's Board of Governors, the volunteers who serve at SAF stations and with chapters, and regional blood services and in the field territories.

Profile of Board of Governors Members

Current and former members of the Red Cross national Board of Governors (78 in total, including 29 current members) participated in the **Volunteer 2000 Study** survey process. Of the total response group, 74.4 percent had been elected to the Board of Governors at convention, 16.7 percent had been elected by the Board of Governors as members at large, and 5.1 percent had been appointed by the President. This compares to the actual statutory membership ratios which are 60 percent chapter-elected, 24 percent at-large, and 16 percent presidentially appointed. The findings should be read in that light.

The following are demographic characteristics of the 1987-1988 Board of Governors:

- The majority (79.6 percent) are males and 20.4 percent of current Board of Governors members are females.

- The majority of the membership are Caucasian, but 14.3 percent of the membership are minorities, greater minority participation than is evidenced in the Red Cross generally.

- The majority (75.5 percent) of the Board of Governors members have college degrees, with 20.4 percent having graduate degrees, and another 20.4 percent having professional school degrees in law or medicine.

- Nearly two-thirds (63.3 percent) work in the private sector, in most cases as officers of the particular business; another 18.4 percent work in the public sector, primarily in the federal government; and another 18.4 percent work in the nonprofit sector or in education.

SAF Station Volunteer Profile

The following findings emerge from an analysis of the demographic characteristics of the SAF volunteers in the survey sample: Surveys seemed to have been completed predominantly by volunteers who frequent the station house. Hospital and clinic volunteers and health and safety instructors may, therefore, be under-represented. The findings should be read in that light.

- The length of voluntary service for the Red Cross tends to be synonymous with their length of voluntary services at an SAF station. The majority of volunteers (73.2 percent) have been volunteering at the current SAF station for less than five years (65.2 percent) beginning their volunteer work at their current SAF station within a year of arriving at the installation. The SAF volunteer leadership tends to have been with the Red Cross and SAF for a longer period of time in a volunteer capacity than their tenure at their particular current SAF station. Over half (61.4 percent) have been with the Red Cross in a voluntary capacity for five years or less, but more than three quarters (86.1 percent) have been volunteering at their current SAF station for five or less years. The volunteer leadership were more inclined even than the line volunteers to begin their volunteering at their current station within a year of their arrival (81.0 percent).

  The SAF station managers have been with the Red Cross for an average of 15.5 years (70.5 percent have been with the Red Cross for 11 or more years) and working in SAF nearly as long (13.8 years). Like the volunteers, their period of service at their current station represents a much shorter period of time (averaging 2.6 years).

- Ties to the military, as might be expected, are strong among SAF volunteers. Most of the SAF station volunteers are current (61.8 percent) or past (14.1 percent) military family members; a little over 5 percent (6.4 percent) are currently active military members and 11.7 percent are former active members of the military. An even higher percentage of the leadership volunteers at SAF stations are current members of military families (74.7 percent) or past such members (12.0 percent). Current family members especially dominate the overseas volunteer leadership (88.5 percent).

- The SAF line volunteers are predominantly female (86.9 percent), aged 25 to 44 years (61.8 percent), not employed for pay (73.2 percent), married, and most likely a military spouse. Like the SAF line volunteer, the leadership volunteers at the stations are overwhelmingly female (89.9 percent), and even more likely to be female at overseas stations where the station is even more reliant on accompanying spouses for its volunteers.

  SAF station managers are just about equally likely to be female (40.3 percent) as male (59.7 percent). They are a little older than the volunteers, with nearly a third of the station managers over 55 years of age.

- SAF volunteers are fairly young, with over half (60.1 percent) of the volunteers between 25 and 44 years of age. At overseas SAF stations in particular, the station volunteers tend to be less than 44 years old (88.9 percent). The majority of the volunteer leaders (65.8 percent) are between 25 and 44 years of age. Nearly all are married (94.3 percent)

- SAF volunteers are fairly well educated, with a third of the survey sample reporting (36.4 percent) they have had some college, a quarter (24.0 percent) having four years of college, and still another 19.8 percent indicating they had attended professional or graduate school. A higher share of the male volunteers have college or graduate/professional school educations. The SAF volunteer leadership is very well educated, with over 80 percent (84.8 percent) of the survey sample indicating college experience, 45.6 percent having four or more years of college.

  SAF managers are generally more educated than the volunteers at the SAF stations. Nearly half (47.3 percent) of the managers have had four years of college and over a third (38.8 percent) report graduate or professional school attendance.

- The majority (57.2 percent) of the SAF volunteers in the survey sample indicate they are not working for pay. Over half (52.5 percent) of those volunteers who are employed full-time are active in the station's health and safety services. Over a third (38.2 percent) of the volunteers in this service area report being employed full-time. As for line volunteers, most SAF leadership volunteers in the survey sample (62.0 percent) report they are not employed for pay. The inverse is true for male leadership volunteers, 64.3 percent of whom are employed full-time.

- A minority of SAF line and leadership volunteers reported ever working for Red Cross for pay, with a minority (less than 10 percent) indicating that they had worked for pay at their current or another SAF station. In contrast, about a third of the station managers report they had been a volunteer at their current or another SAF station, and more than a third (37.2 percent) reported volunteering at a chapter.

- SAF volunteers on the installations actively volunteer for a range of organizations. In addition to the SAF station, 44.9 percent of the station volunteers in the survey sample reported volunteering for their church during the past 12 months, 34.3 percent for a youth group or organization, 45.9 percent for a membership service organization, and 22.6 percent for some other social services organizations.

- There are no significant differences in the profile of the SAF volunteer (line or leadership) associated with the branch of the service being served, area of the country or world where they are based, size of the SAF station at which they volunteer, or types of volunteer activities in which they participate, with the following exceptions: the volunteers overseas are somewhat younger than the volunteer force at SAF stations domestically. There are more minorities in leadership positions at overseas SAF stations than are evidenced domestically. There are more males, and younger volunteers, involved in providing health and safety services for SAF stations than participate in providing other services.

Chapter Volunteer Profile

The following profile emerges of the Red Cross chapter volunteer based on an analysis of their socio-demographic characteristics. The survey volunteer leadership respondents represented a high number of chapter chairmen. Findings should be read accordingly.

- Among chapter volunteers in the survey sample, approximately a third each reported they had been with the Red Cross for 5 years or less, 6 to 15 years, or 16 or more years. For the most part, the volunteer relationship with the Red Cross is synonymous with their relationship to a specific chapter. Most volunteers report being with their current chapter for the same number of years they have been volunteering for the Red Cross.

Among the chapter paid leadership, about a third reported they had been with the organization for three years or less; another third between 4 and 10 years; and another third for 11 or more years. The length of their employment with the Red Cross tended to be a couple years less than the volunteer term of service.

- Chapter volunteers are more likely to be female (65.7 percent) than male (33.8 percent). Disaster services and health and safety services are the two areas in which males and females are nearly equally represented. Males (56.4 percent) and females (42.1 percent) were represented in about the same proportion among chapter volunteer leadership in the survey sample.

For some positions, and lines of service, there are clear differences in the incidence of male and female representation: chapter chairs in the survey sample are overwhelmingly male (73.2 percent) while chapter chairs of volunteers are overwhelmingly female (82.9 percent). Disaster services tends to be more male-dominated (71.4 percent) while blood services tends to be dominated by females (61.5 percent).

The chapter paid leadership evidences the same overall tendency, with nearly three quarters (72.3 percent) of the leadership being female; this is especially true of Office of Volunteer Personnel and Human Resources directors.

- Chapter volunteers tend toward older age groups, with over half of the survey sample aged 45 or older, including a full quarter (25.4 percent) who are between 65 and 74 years of age. The oldest volunteers (41.4 percent aged 65 and older) are found in blood services and the youngest volunteers tend to be represented in health and safety services (nearly half less than 44 years of age). Nearly half of the chapter volunteer leadership are under age 55 and about half are age 55 or older (45.5 percent). Nearly a quarter of the volunteer leadership is between 35 and 44 years of age; less than 10 percent of the volunteer leadership is younger than 35. Older volunteer leadership tends to dominate emergency social services and blood services; younger volunteer leadership is evidenced in health and safety services.

Chapter-paid leadership tends to be somewhat younger than its volunteers, with a large share of its personnel in the 25-to 34-year-old age category and fewer of its personnel between 65 and 74 years of age, as is evidenced in the volunteer force.

- While a majority of chapter volunteers are married (66.7 percent), there is a large segment of singles (32.7 percent) either as a result of having never married (12.0 percent), divorce or separation (6.6 percent), or being a widow/widower (14.1 percent). These singles represent a larger share of the volunteers in larger chapters than of smaller size chapters. There tends to be a higher incidence of single (never married) in health and safety services, and community services than in other lines of service. There tends to be a higher incidence of widows/widowers in blood services and emergency social services than in other lines of service. Chapter volunteer leadership is more likely to be married (82.8 percent) than single.

o The majority of chapter volunteers (76.1 percent) have had some college education. A larger share of volunteers with some college experience is found in the larger size chapters. The vast majority (88.8 percent) of chapter volunteer leadership in the survey sample reportedly have had some college education, a four-year degree, or graduate or professional school (41.1 percent). Of the male volunteer leadership, 50.8 percent indicated they had attended graduate or professional schools.

The paid chapter leadership also tend to have had some college level education with about a third (31.9 percent) reporting they attended graduate or a professional school.

o About a third (37.7 percent) of the chapter volunteers in the survey sample are employed (either full- or part-time), a third are retired (37.4 percent), and the balance report other status, including that they do not work and/or never have worked for pay. The fewest working (for pay) and most retired volunteers are involved with blood services. As might be expected, the employed volunteer tends to volunteer some time every month on average, while the retired and those who are not working tend to be able to provide volunteer services to Red Cross on a weekly basis. Chapter volunteer leadership in the survey sample are about equally split between those who are employed (mostly full-time) and those who are retired or do not work. Most of the male volunteer leaders are employed full-time as well as account for most of the full-time employed volunteers. More working volunteers are represented in emergency and disaster services, and health and safety services than the other areas.

o Few chapter volunteers have ever worked for the Red Cross in a paid capacity (less than 10 percent) and when they have, it has tended to be for their current or another chapter. Most paid leadership of the chapters do report they have at some time volunteered for the Red Cross, their current or another Red Cross chapter being most often reported as the units at which they volunteered.

o Chapter volunteers report a diverse set of other voluntary activities in which they are involved, with church and religious groups being the primary recipients of their volunteer services, followed by schools and youth groups, and hospitals and nursing homes. A larger share of the leadership than of the line volunteers appears to be involved in several and more diverse voluntary activities. The paid leadership of the chapter exhibits the same general tendencies with respect to their voluntary activities, with an emphasis on volunteering for churches and religious groups, schools and youth groups, and the United Way.

- The following differences in the profile of the chapter volunteers seem to be associated with their primary areas of service: Chapter Blood Services and community services tend to be more female-dominated areas; health and safety, and disaster services more male-dominated areas. Blood Services and community services, too, tend to have a higher incidence of older and retired volunteers; the youngest volunteers are involved in health and safety services.

- With the following exception, there are no significant differences in the characteristics of volunteers associated with the chapter size or location: There is greater minority participation in the larger chapters. The volunteer leadership tends to be older in the smaller, territorial chapters than the leadership found in the larger chapters. Females also tend to dominate the volunteer force even more in the smaller territorial chapters than in the larger chapters.

Blood Services Region Volunteer Leadership Profile

The line volunteer and volunteer leadership for blood service operations tends to be based at the service delivery units, i.e., SAF stations and chapters. However, there is also a regional blood services leadership segment, based at the regional headquarters which draws on the volunteer resources of the entire region. This regional blood services volunteer leadership exhibits the following characteristics:

- The regional blood services volunteer leadership tends to have a fairly long history of volunteering for the Red Cross, during which time they have been involved in blood services. They have had comparatively more recent volunteer experience with the regional blood services. The distribution of regional blood services paid leaderships' length of Red Cross service parallels that of its regions' volunteer leadership. About half of the paid leaders have been with the Red Cross for less than 10 years, and half for more than 10 years.

- The majority of volunteer leadership are male (76.5 percent); men make up an even larger share of the blood service committee chairs in the survey sample (92.0 percent). The paid leadership in the blood regions are more evenly split between males (52.9 percent) and females.

- No one under 35 years of age was represented in the survey sample of blood volunteer leaders. Nearly 60 percent (58.8 percent) of the volunteer leaders were aged 55 to 74; the balance (39.2 percent) were between 35 and 55 years of age. Among the paid leadership, 44.1 percent are between the ages of 35 and 44 years old; nearly an equal number (41.2 percent) are between 45 and 64 years of age.

- Most (88.2 percent) but not all of the volunteer leaders were married.

- Blood region volunteer leaders tend to have college degrees or have done advanced degree work (86.3 percent). Over half (54.9 percent) have attended graduate or professional schools. The blood regions' paid leadership are the most highly educated of any of the Red Cross units, with 94.1 percent reporting they are college graduates or have advanced degrees (73.5 percent attending graduate or professional school).

- The majority of the volunteer leadership are employed on a full-time basis (64.7 percent); an even higher share of the regional blood services committee chairmen are employed full-time (88.0 percent).

- Half of the blood region volunteer leadership reported they were only volunteering for Red Cross regional blood services and not other Red Cross units during the past 12 months. Those who did volunteer at other Red Cross units mentioned the center chapter most frequently (27.5 percent).

  About half of the paid leadership (45.6 percent) of the blood regions indicated they had not been a Red Cross volunteer during the past 12 months, but those who had volunteered, had done so for their blood region (29.4 percent).

- For the volunteer leadership of the blood regions, their other voluntary activities tend to be most often for their church or religious affiliation (51.0 percent), other service organizations, and professional organizations/associations. Among the paid leadership, hospital and nursing homes, and other health related agencies are also prominent as organizations for which they volunteer.

Profile of Field Service Chairs

The field service chairs exhibit the following socio-demographic characteristics according to their responses to the **Volunteer 2000 Study** surveys:

- There are about an equal number of male (45.5 percent) and female (54.5 percent) field service chairs. In contrast, the field manager positions tend to be occupied by males (69.8 percent).

- The majority of field service chairs in the survey sample are over 55 years of age (68.2 percent) with a quarter between 65 and 74 years of age. The majority of the field service managers are between 35 and 54 years of age (81.1 percent).

- Nearly all of the field service chairs (93.2 percent) have some college experience, with over half (59.1 percent) having had four years or more of college education. Most of the field service managers have a college degree (56.6 percent) or have done advanced degree work (41.5 percent).

- Most (65.9 percent) of the field service chairs are retired (43.2 percent) or otherwise report they are not working for pay (22.7 percent).

- In addition to their work for the territory, 84 percent of the chairs report having done volunteer work for a chapter during the past 12 months. Nearly half of the field service managers as well report they volunteered for a chapter during the past 12 months.

- Both the field service chairmen and managers report giving of their time to other organizations during the past 12 months. Most often mentioned was volunteering for a church or religious organization, followed by schools and youth groups, hospitals, the United Way, other social service organizations, and cultural organizations, in that order.

VOLUNTEER RECRUITMENT

Timing of Recruitment

This section summarizes the key findings related to recruitment of volunteers in the Red Cross, including the approaches used and perceived problems and opportunities for Red Cross units.

- Red Cross units indicate they tend to use one of two methods of recruitment: either they recruit on a year-round basis in their jurisdiction or they recruit a volunteer as a specific volunteer position opens up. There is very low incidence of periodic recruitment campaigns.

- Recruitment of volunteers seems most often to be driven by an immediate, often emergency-based need for assistance. Quite rarely do vacancies seem to be filled after being anticipated and planned for.

- The approach to volunteer recruitment varies among types of units. While volunteer recruitment throughout the year is fairly common for SAF stations, just over one quarter of the chapters reported such an ongoing effort.

Chapters' Approach to Recruitment

Approach	Chapter Paid Leadership	Chapter Volunteer Leadership
Volunteers Recruited for Specific Positions as the Need Occurs	37.2	35.6
Volunteers Recruited for a Service or Administrative Area	12.1	11.1
Chapter-wide Volunteer Recruitment Occurs Throughout the Year	27.7	26.8
Chapter-wide Volunteer Recruitment Campaign Is Conducted Periodically	3.7	13.7
Other	16.7	8.7

Source: Survey of Chapter Paid Leadership; Survey of Chapter Volunteer Leadership; **Volunteer 2000 Study**, 1987.

SAF Stations' Approach to Recruitment

Approach	SAF Paid Leadership	SAF Volunteer Leadership
Volunteers Recruited for Specific Positions as the Need Occurs	30.2	22.2
Volunteers Recruited for a Line of Service or Administrative Area	11.6	12.7
Station-wide Volunteer Recruitment Occurs Throughout the Year	48.1	40.5
Station-wide Volunteer Recruitment Campaign Is Conducted Periodically	4.7	6.3
Other	4.7	11.4

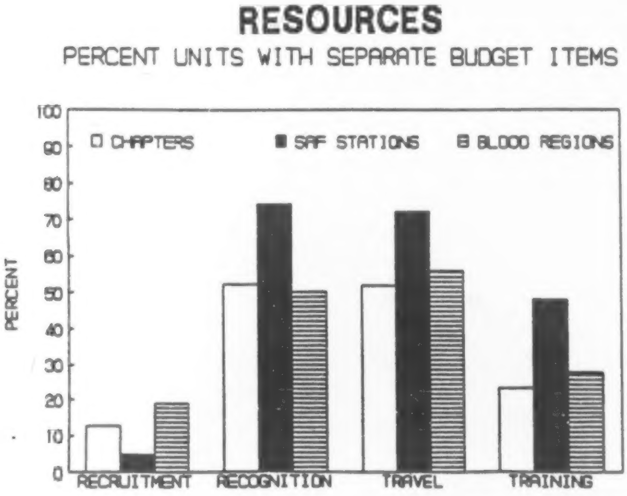
Source: Survey of SAF Station Managers; Survey of SAF Volunteer Leadership; **Volunteer 2000 Study**, 1987.

Responsibility for Recruitment

- o Responsibility for recruiting line volunteers tends to differ among units more so than the responsibility for recruiting governance or management level volunteers. Board and management volunteers are generally recruited by the existing volunteer and paid leadership of the unit regardless of its size. In smaller units, board and management volunteers are likely to be involved in recruiting line volunteers, while in larger units the particular service's leadership or the volunteer office is more likely to assume responsibility for recruiting service delivery volunteers.

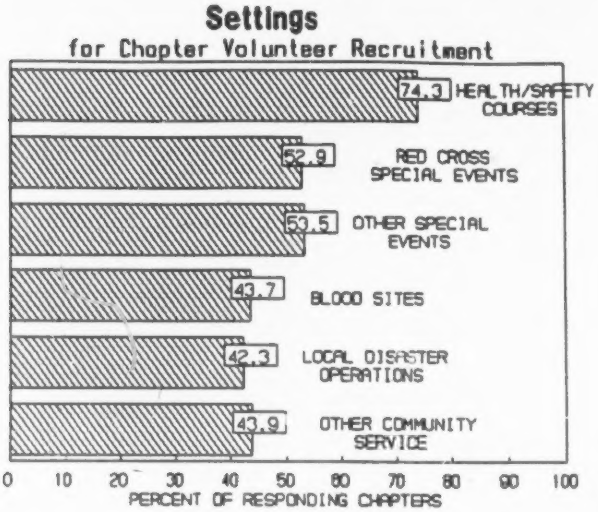
- o At SAF stations, the station managers as well as the station chairman and chairman of volunteers are each reported to expend a great deal of effort in recruiting volunteers both for leadership and service positions.

- o Units do not tend to budget specifically for volunteer recruitment: 12.8 percent of chapters and fewer than 5 percent of SAF stations reported they have a separate budget item for volunteer recruitment. This is very significantly lower than the incidence of budget line items for volunteer recognition, travel, and support, as shown on the following graph.



Recruitment Methods

- In the course of delivering services and other community activities, Red Cross units have some opportunities in which they could try to recruit new volunteers. These include providing courses in health and safety, special events, blood collection sites, and other occasions in which Red Cross volunteers and staff have public and many times captive audiences. Most units appear to use Red Cross health and safety courses as an opportunity for recruiting volunteers, but do not seem to take as full advantage of other service opportunities for recruiting volunteers. About a quarter of the current volunteers report they were recruited at one of the above types of occasions, and among these, most often while taking a Red Cross course.



- Person-to-person ("one-on-one") is by far the most common method by which volunteers are recruited, usually by another Red Cross volunteer. In the Red Cross, recruitment of volunteers tends to be synonymous with volunteers recruiting others as prospective volunteers, frequently from among their families, friends, and colleagues. This is viewed in the Red Cross as by far the most effective method of recruiting volunteers. The one-on-one approach tends to contribute to the relative constancy of the organization's demographic profile as people tend to recruit others whose characteristics are much like their own.

- Civic groups/retirees/religious groups, and youth groups are most frequently targeted for recruitment efforts, while handicapped and homebound persons are the least frequently targeted.

- Referrals, walk-ins, and recruiting through various media are not viewed at present as methods accounting for many volunteers.

- Red Cross paid and volunteer leadership only gives the organization, and their own units, fair to good grades with respect to their methods of recruiting volunteers, and their performance in recruiting service delivery and leadership volunteers. Most volunteer and paid leadership report that they are getting the quality of volunteer the organization needs, but not in the numbers that are desirable for either service delivery or leadership positions.

- Being specifically asked to volunteer for the Red Cross tends to be central to many people's decision to volunteer for the organization. Being asked by a friend or someone within the Red Cross is most often mentioned by Red Cross volunteers as how they happened to volunteer for Red Cross. Local volunteer action organizations or other units of the Red Cross do not appear to have much impact on recruitment.

Some of the methods and techniques for volunteer recruitment suggested in interviews as meaningful approaches included--

- Word of mouth, one-on-one.

- Making everyone responsible for recruitment.

- Descriptions of specific volunteer opportunities instead of general statements.

- Letters to the editor and other media as part of a year-round high public relations profile.

- Recruiting through senior centers (very effective for hospital volunteers, bloodmobile workers and drivers).

- Use of a broader geographic area to recruit leadership volunteers than one used for service volunteers.

- "Networking" with other chapters and emphasis on tracking.

- Effective media coverage of disaster operations and post-disaster follow-up of persons who offered to volunteer.
- Special events and social gatherings targeting specific groups (e.g., athletes, elderly, yuppies).
- Offering of free child care, parking, transportation, and other enabling benefits.
- Establishing ongoing relationships with corporations, unions, schools, and other nonprofits.
- Emphasizing importance of volunteering to retirees including special efforts with about-to-be retirees.
- Asking on-work-site instructors to recruit.
- Negotiating work-release agreements with government agencies, corporations (especially effective for disaster and disaster training volunteers).
- "Adopting" a civic organization (Lions, Elks) or a fraternity, sorority, explorer scout troop, as examples).
- Occasional free "teach-ins" of popular courses on Saturdays.
- Recruiting students/alumni of schools of social work or social work courses at local colleges.
- Reaching newcomers through Welcome Wagons or other common "new arrival" avenues.
- Recruiting Red Cross service recipients and Red Cross course takers.
- Recruiting former Red Cross paid staff.
- Offering training in marketable skills.

Circumstances Under Which Volunteers Were Recruited for Red Cross

	Chapter Volunteer Leadership	Chapter Volunteer	FS Chairmen	SAF Volunteer	SV Volunteer
While Taking a Course	10.9	14.8	20.5	5.7	2.9
At a Blood Donor Site	3.0	4.3	2.3	0.0	1.4
While Being Asked for a Contribution	1.3	1.0	0.0	0.0	0.0
As a Service Recipient	1.2	1.8	0.0	2.8	1.4
As a Result of a Local Disaster Operation	2.9	4.6	2.3	0.7	4.3
While Attending a Red Cross Special Event	1.6	1.7	2.3	1.1	7.1
None of the Above	77.6	70.4	72.2	89.4	75.7

Source: Survey of Chapter Volunteer Leadership; Survey of Chapter Volunteers; Survey of Field Service Chairmen; Survey of SAF Volunteers; Survey of SV Volunteers; **Volunteer 2000 Study**, 1987.

Supply of Volunteers

This section summarizes the key findings of the study related to the supply of volunteers.

- In general, as many units report the supply of volunteers has not kept pace with demand as report that it has kept pace. A minority of units report the enviable position of having excess volunteer capacity given their current service demands.

- No service is immune to experiencing shortages in its supply of volunteers, but the issue of current and expected shortages of volunteers appears to be more acute in health and safety services, nursing services, disaster services, and fund raising than in other areas.

- In comparison to other types of positions at Red Cross chapters, recruiting volunteers for the board is reported to be relatively easy, while recruiting fund-raising and nursing volunteers is reported as difficult. At SAF stations, a majority report fund-raising volunteers and the position of the chairman of volunteers as the most difficult to recruit.

- While seasonal changes in volunteer availability are not considered too problematic by most chapters or field service territories, SAF stations do report them as a problem since military reassignments occur in the summer and much traveling, especially by military dependents, is done during summer vacation.

Perceptions of Supply of Line Volunteers

	Significant Problem	Problem	Small Problem	No Problem
Paid Leadership Perceptions				
Chapters	15.0	36.0	39.0	15.0
SAF Stations	9.0	34.0	48.0	16.0
Field Service	15.0	40.0	45.0	8.0
Blood Regions	32.0	66.0	26.0	1.0
Volunteer Leadership Perceptions				
Chapters	5.4	14.7	28.2	46.7
SAF Stations	7.6	19.0	32.3	37.3
Field Service	11.4	29.6	31.8	31.8
Blood Regions	15.7	31.4	39.2	17.6

Source: Survey of SAF Station Managers; Survey of Chapter Paid Leadership; Survey of Chapter Volunteer Leadership; Survey of SAF Volunteer Leadership; Survey of Field Service Managers; Survey of Field Service Chairmen; Survey of Regional Blood Services Paid Leadership; Survey of Regional Blood Services Volunteer Leadership; **Volunteer 2000 Study**, 1987.

Perceptions of Supply of Leadership Volunteers

	Significant Problem	Problem	Small Problem	No Problem
Paid Leadership Perceptions				
Chapters	12.0	43.0	36.0	16.0
SAF Stations	28.0	52.0	37.0	8.0
Field Service	23.0	41.0	49.0	6.0
Blood Regions	12.0	47.0	35.0	12.0

Source: Survey of Chapter Paid Leadership; Survey of SAF Station Managers; Survey of Field Service Managers; Survey of Regional Blood Services Paid Leadership; **Volunteer 2000 Study**, 1987.

SECTION IV RECOMMENDATIONS

IV-1. **It is recommended** that efforts to attract volunteers to the Red Cross be given similar attention and support by the national organization as efforts to attract donors of blood or donors of money. While the latter efforts are each supported by sophisticated systems, structured staffing, and researched methodologies, nothing similar is in place for the recruitment of the equally necessary volunteer force. This study recommends the development and implementation of such support.

IV-2. **It is recommended** in line with the above, that all Red Cross units, including the national organization, allocate financial resources specifically to increasing volunteer supply to support adequate human resources capacity, communications initiatives and other elements of a successful recruitment effort. Units should recognize that volunteer recruitment is an appropriate budget item.

IV-3. **It is recommended**, as a first step in a systematic recruitment strategy, that Red Cross units thoroughly assess their current and future volunteer needs as well as the resources available in their communities and establish recruiting targets and timetables. **It is also recommended** that the national sector provide the field with generic guidance for conducting such assessments.

IV-4. **It is recommended** as a second step in a systematic recruitment strategy, that Red Cross units consider targeted recruitment of population segments pre-identified as likely sources of volunteers for specific types of volunteer positions and functions. Red Cross units should be encouraged to consider:

- Recruiting by special segment (including nontraditional, e.g., handicapped, homebound, retired professionals) after determining which are well-matched with the needs and interests of certain Red Cross service areas and positions;

- Recruiting for special skill needs--both skills needed by particular chapters and those skills expected to become more important in a technological society and in an organization whose service areas already require substantial professional and technical expertise;

- Recruiting through special partnerships (e.g., corporations, unions, membership groups, and youth organizations); and

- Recruiting for special initiatives (e.g., such as the current influential leadership initiative).

IV-5. **It is recommended**, pursuant to corporate policy and in support of Red Cross minority initiatives, that efforts to increase the involvement of minorities in the work of the Red Cross continue to be broadly conceived to encompass both volunteer and paid staff, line and leadership personnel, and deliverers and recipients of Red Cross services. To strengthen these efforts, **it is also recommended** that equal opportunity practices and affirmative action techniques relative to minority recruitment, training, development, recognition, and retention be incorporated in the establishment of related goals and objectives. These goals and objectives are to be met within a specified time frame; be tailored to local demographic realities; and include formalized, periodic evaluation.

IV-6. **It is recommended** that each unit designate an individual, position, or office that has primary responsibility, and accountability, for volunteer recruitment. Red Cross units' recruitment of volunteers would benefit from a greater focus and greater coordination and planning of often fragmented recruitment activities.

IV-7. **It is recommended** that Red Cross units make greater use of their own existing volunteer force in filling vacancies. This approach not only helps to shift the focus from increased volunteer numbers to increased volunteer productivity, but also addresses issues of volunteer burn-out, growth and development, and human resources integration among services.

SECTION V

ROLES AND FUNCTIONS OF VOLUNTEERS IN AMERICAN RED CROSS

Quite apart from specific duties associated with particular volunteer jobs or positions, volunteers are viewed within Red Cross as performing the following general functions beneficial to the organization:

- In the field especially, volunteers are considered the sine qua non of the American Red Cross. "Without volunteers there would be no programs," "They are the service providers," "They are the hands and the numbers," "A significant reduction in our volunteer force and we close shop" were typical comments in the field. The feelings in the national sector were similar though more moderately expressed: "Volunteers extend our reach, our capabilities" was a typical comment. While some Red Cross staff (both volunteer and paid) described volunteers as providing "free service," most described volunteer service as "lower cost service."

- Volunteers are viewed as providing the "image" and the "legitimacy" that enables the Red Cross to ask for contributions of blood and money. They are considered the element that "makes us a voluntary organization," as "part of our fundamental philosophy," as the "expression of our humanitarianism" and the "personification of our concept of service."

- Volunteers are seen as providing to the organization the widest possible diversity and depth of skills, talents, expertise, and experience. In addition they are seen as providing a different perspective, enabling them to do "reality testing," and to "provide corporate discipline from the for-profit world."

- Volunteers are seen as providing the organization with community outreach and access. They are seen as power brokers, door openers, well-received fund raisers, and as providers of a high profile to the organization and its programs.

- Volunteers are seen as providing an element of "passion" and "enthusiasm" usually absent from the workplace. The words "devotion," "dedication," "commitment" and "caring" were frequently mentioned, as were the words "tirelessness," "excellence" and "performance."

- Volunteers are seen to be "innovative" and "risk takers" because their "livelihoods don't depend on the next promotion." Similarly, volunteers can be "the bearers of bad news" because they are likely to be "better received" than paid staff might be. It is accepted throughout the organization by paid staff that "in a crisis it is important to have a volunteer at your side."

- Volunteers are also seen as providing continuity during times of paid staff turnover, as well as "organizational memory" because of their longevity with the organization.

More specifically, volunteers in the Red Cross are thought of as participating in three distinct ways: governance, management, and direct service provision. Direct service by volunteers is provided both to Red Cross clients (such as for example to course takers, disaster victims, hospital patients, servicemen in need of emergency communications, to name but a few) and also internally to the Red Cross organization itself in organizational support functions such as clerical work, fund raising, record keeping, research, publicity, etc.

Actually, there is a fourth important role which volunteers play in the Red Cross. It is the advisory role. This role, while well recognized as significant in the organization, is almost never considered a separate category of participation.

The volunteer advisory role is substantial in the Red Cross both in terms of impact and in terms of the number of volunteers involved in it. Nevertheless, it should not be confused with either governance or management. The basic difference is that while governance and management volunteers operate under very specific grants of authority, advisors have no independent authority. They derive their influence (if any) from the person who selects them and from their own credibility, record, and interaction with key participants.

This section discusses roles and functions for governance, advisory, management and service volunteers with appropriate recommendations to follow.

VOLUNTEER ROLES - GOVERNANCE

By the terms of its charter, the governance function in the Red Cross at both the national and chapter level is an all-volunteer function.

It involves at the national level:

- Setting organizational mission, goals, and priorities.
- Formulating and legislating policies.
- Ultimate oversight of finances and progress toward goals.
- Financial accountability.
- Hiring, evaluation, and annual reappointment of the president, who is the senior paid staff person.
- Approval of the president's selections for Chief Operating Officer, Chief Medical Officer, treasurer, and secretary/general counsel.

Similarly, it involves at the chapter level:

- Setting unit goals and priorities within the context of those of the national organization.
- Formulating and setting unit policies.
- Unit oversight.
- Financial accountability.
- Hiring, evaluation, and reappointment of chapter manager or CEO.

Corporate Board of Governors

The chairman of the Board of Governors is the senior volunteer of the corporation. The chairman is responsible for communicating board actions to the president, and for reporting to the board on the conduct and management of the organization. The work of the board is done through board committees, some of which may have non-board volunteer members. The Board of Governors chairman is an ex officio member of all committees except the audit committee. An executive committee, comprised of the committee chairmen and the chairman and vice-chairman of the board, conducts the business of the board between its sessions.

The chairman of the Board of Governors is one of eight board members appointed by the President of the United States, 30 members are elected by the chapters from within the organization, and 12 are elected by the board from either within or without the organization as members-at-large. The terms of office are three years, with continuation possible for one additional consecutive term.

Chapter Board Structure

Structures of chapter boards parallel the structure of the national board in most important respects, though the number and nature of committees varies from chapter to chapter, as does the size of the chapter boards, the size of the executive committees, the frequency of meetings, and the length of terms of members.

However, there is one significant difference in structure between the Board of Governors and chapter boards. It is the fact that volunteers on chapter boards frequently participate in both governance and management functions.

It is quite common for the chapter Chairman of Volunteers or the chairmen of chapter service committees also to have a seat on the chapter board. In some chapters, the chairman of volunteers and certain chapter service committee chairmen become board members by virtue of holding these positions. Where service chairs do not sit on the board, there sometimes exists a non-board service committee composed of the service chairmen whose views are transmitted to the board by the chairman of volunteers or chapter manager.

Conversely, in other chapters, board members are asked to sit on the (non-board) chapter service committees. In still other chapters, there exist both board committees and non-board committees relating to the same client services or organizational support services and their memberships often interlock. In some of the larger chapters, a recent innovation has been to make either the second or third vice-chairman of the board--regardless of his/her background--the chairman of volunteers.

The variety is endless, as seen in the findings and tables below:

o Over half (57.3 percent) of the chapters indicate that the chapter service committee chairmen are either selected from the board or are appointed to the board as full voting members upon selection as chairmen.

o 22.6 percent of the chapters indicate their service committee chairmen are either not on the board or are designated as non-voting board members.

o No significant differences are observed in these percentages between KRC's and territorial chapters, or between chapters with paid staff and all-volunteer chapters.

o 46.9 percent of the chapters report that the chairman of volunteers is either selected from the board or designated a full voting member of the board upon appointment. That percent is higher for KRC's (58.5 percent) than for territorials (44.4 percent).

o About one third (29.5 percent) of the chapters indicate that the chairman of volunteers is chairman of the board committee responsible for volunteer matters. This is more often the case in KRC's than in territorial chapters.

Position of Service Chairmen on Chapter Board

			Group Size			Paid* and All*		
	KRC	Terr	I/II	III	IV/V	Vol	Vol	Total
Chairmen Are Not On The Board	15.7	11.2	15.1	10.7	14.6	12.5	8.31	12.4
Chairmen Are Selected From The Board	14.3	27.5	17.0	25.6	22.8	24.3	20.8	23.6
Chairmen Are Full-voting Members	37.1	32.6	35.8	32.7	36.1	34.3	39.6	33.7
Chairmen Are Non-voting Members	10.7	9.7	9.4	11.4	7.6	10.3	6.3	10.2
Other Positions	22.1	11.8	22.6	13.9	11.4	14.7	6.3	14.2
Not Applicable	0.0	5.1	0.0	3.6	7.0	2.7	16.7	4.4

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*Refers to whether a chapter has some paid staff or is an all-volunteer chapter.

Source: Chapter Fact Sheet, Volunteer 2000 Study, 1987.

Role of Chairman of Volunteers on Chapter Board

	KRC	Territorial Chapters	Total
Not a Member of the Board	1.4	9.1	6.8
Selected From Among Board Members	12.1	16.9	15.4
Appointed Full Voting Member of Board	46.4	27.5	31.5
Made an Ex Officio Member of Board	5.0	6.9	6.4
Made an Officer of the Board	17.9	6.0	9.0
Other	12.9	9.1	10.2

Source: Chapter Fact Sheet, Volunteer 2000 Study, 1987.

As opposed to chapters, SAF stations and Blood Services regions are not organizationally self-governing entities. SAF is part of the national sector and field units are managed in the last analysis by national headquarters (except for some stations--called "contract stations"--who have opted to become administratively part of the local Red Cross chapter.) Blood Service Regions, with a few exceptions, are structurally linked to the center chapters and in the last analysis governed by the center chapter boards, but in fact operate with a large degree of independence.

SAF Stations "Boards"

SAF stations do have what are called station boards though they do not exercise the normal governance functions. They are not chartered, do not have financial obligations or oversight, nor are they the hirer or evaluator of the station manager.

In the past these were composed of the station manager (usually a paid employee), the chairman of volunteers, the volunteer heads of various administrative and service committees, and an honorary station chairman, i.e., the spouse of the senior military commander. They were all internal to Red Cross and acted, in effect, as a management group.

In recent years, the stations have been encouraged by national headquarters to develop more inclusive boards of directors or advisory boards chaired by a station chairman. These entities are to include persons from outside Red Cross from the military installation (such as the chaplain, heads of other nonprofit organizations, representatives from DOD family support units, etc.) and from outside the military installation as well. But, in view of the absence of basic governance authority, the enlarged membership does not transform these entities into governing bodies. Rather they perform in an advisory capacity.

Survey responses indicate that the tradition of having station managers on boards has died hard. In 1987 the station manager remained a member of 90.7 percent of station boards. Also 38.7 percent of station boards lack any non-Red Cross representation, and where such representation exists it tends to be from officers' wives clubs. Fewer than 20 percent report representation from the base command structure from family support organizations.

Regional Blood Services Committees

In 89 percent of the respondent regions, responsibility for blood region governance rests with the center (i.e., local) Red Cross chapter's board of directors. As part of that responsibility, the center chapter chairman appoints a regional blood service committee (RBSC) which gives policy direction to the executive head of the blood region, and provides advice and oversight. In most cases, the RBSC is a committee of, or responsible to, the center chapter board. (5.6 percent of the regions report that their RBSC is autonomous of, or equal to, the center chapter board; and another 8.3 percent report "another relationship.") A degree of membership overlap is mandated between the RBSC and the center chapter board. Other members of the RBSC represent the participating chapters, and the business, medical, and blood customer communities. A few of the RBSC's include some paid staff as members.

Representation (One or More Representatives) On a Regional Blood Services Committee

	Percent of Blood Regions
Center Board Officers/Members	72.2
Participating Chapter Board Members	66.7
Center Board Chairman	44.4
Participating Chapter Blood Services Committee Chairman	36.1
Center Chapter Manager/Executive (Pd.)	30.6
Center Chairman of Blood Services Committee	25.0
Center Director of Blood Services (Pd.)	25.0
Center Chairman of Volunteers	19.4
Participating Chapters Chairman of Volunteers/Blood Services Volunteers	13.9
RBS Chairman of Blood Volunteers	5.6
Participating Chapter Manager (Pd.)	5.6
RBS Director of Volunteers (Pd.)	2.8
Participating Chapter Blood Services Directors (Pd.)	2.8
Center Director of Volunteers	0.0

Source: Regional Blood Services Fact Sheet, **Volunteer 2000 Study** 1987.

Assessment of the Governance Role

On the whole, the surveys suggest a high degree of satisfaction in the organization with the various governance entities in Red Cross, especially with the quality of their membership, their relationship with paid staff, and the degree of communication of their decisions.

The weaknesses were seen to be: fund-raising ability, degree of "clout" in the communities (especially in comparison to United Way), amount of time spent on volunteer matters, degree of awareness of the implications of policy decisions on volunteers, amount of human resources expertise present among membership, and the attendance record of some board members. Occasionally mentioned were excessive dependence on paid staff and a neglect of the operational oversight function.

Another area of concern was the general absence of standards of performance for board units as a whole as well as for individual members. This was felt to be an area in which ARC was "behind" other nonprofit organizations. This is addressed in the recommendations under Performance Standards and Evaluations.

Again, such standards as well as a wide range of others dealing with attendance and participation already exist at a number of chapters. These are described in detail in the Resource Document. Recommendations on the matter of standards of performance for boards and board self-assessment may be found in this volume under "Evaluation." Other board related recommendations may also be found in the chapters on "External Roles" and on "Philosophy/Practice."

VOLUNTEER ROLES - ADVISORY

Advisory Roles at National Headquarters

A great deal of volunteer involvement in the national sector takes place in advisory committees. Almost every department, study, and project has an advisory committee composed of volunteers, occasionally including some members of the BOG, or a combination of volunteer and paid staff. Frequently the volunteers are experts and professionals in technical fields from outside the organization.

Also, some of the board committees which work closely with a particular department often act in an advisory capacity to that department in addition to, and apart from, their policy-formulating and oversight governance roles. Similarly, the chairmen of board committees often develop an informal advisory relationship with the department vice-president and this relationship has occasionally superseded the more traditional vice-president/volunteer chairman relationship which will be discussed under management roles.

In recent times, the titles of some of the senior ongoing volunteers attached to the national headquarters departments have been changed from "chairmen" to "senior advisors." This has been partially the result of the 1983 reorganization which resulted in the creation of functional departments not associated with line volunteers in the field of whom the senior national volunteer could be the "chairman." It also was the result of changing roles and responsibilities for such volunteers.

Advisory Roles at Operations Headquarters

At the operations headquarters level, each headquarters has a 21-member advisory council composed for the most part of chapter board members. Board members from the area are ex officio members of the council. Two meetings are held annually. Terms of members are three years and members elect their own officers. The functions of the councils are advisory and informational (not administrative or governing) and they serve as two-way communication links between chapters, national headquarters and the Board.

Advisory Roles at SAF Stations

As discussed earlier in this chapter, SAF stations have advisory boards in lieu of governing boards. SAF stations are not independently chartered as are chapters. They are not governed locally but are administered through the national sector of which they are a part. In addition, they have "honorary chairmen of volunteers," usually the spouses of senior military commanders, who act in an advisory, ceremonial and community outreach capacity. Station boards, which have membership from outside Red Cross, act in an advisory capacity to the station.

Advisory Roles in Blood Service Regions

Almost all RBSC's have a medical advisory committee (83.3 percent) and many a technical advisory committee (36.1 percent) composed of representatives of the blood customer community. Interestingly, these advisory committee members were found in interviews rarely to think of themselves as volunteers but rather to consider their membership as part of their outside job.

Advisory Roles in Chapters

In chapters, advisory committees often exist at the service and board levels. These are particularly to be found in nursing services and public relations and marketing, fields in which external professional organizations and networks exist and become the sources from which advisory committee members are drawn.

Advisory councils, with membership similar to board membership, are also to be found in satellite (sub-chapter level) service delivery outlets. These satellite outlets are governed by the boards of the central "headquarters chapters" and so the advisory councils do not have governance authority. However, many of them have in fact assumed a substantial role in the giving of operational policy and management direction to satellite operations, and have also assumed fund raising and community relations roles. The fact that their membership is drawn from the area being serviced and the relatively small size of satellite operations means that these councils do wield a considerable degree of influence.

VOLUNTEER ROLES - MANAGEMENT

The Chairman of Volunteers

Chairman of Volunteers at National Headquarters

The senior management volunteer in the corporation is the national chairman of volunteers (NCOV). The NCOV is nominated by a search committee and appointed by the chairman of the Board. The NCOV has a deputy chairman and an office currently staffed by five paid and two volunteer staff.

The NCOV fulfills a number of distinct roles:

- Senior volunteer of the nationwide Red Cross volunteer force with all the leadership and ceremonial functions which this implies.
- Fully participating member of the Executive Management Committee (EMC) serving alongside the corporation's president, chief operations officer, and chief medical officer.
- Vice-president for national sector volunteer matters and head of national sector volunteers with appointment and evaluation responsibilities for senior national sector volunteer leadership.
- Head of the office of the NCOV which provides policy guidance and materials on volunteer administration to the field.
- Liaison with counterparts in other nonprofit organizations.

Chairman of Volunteers in Area and Operations Headquarters

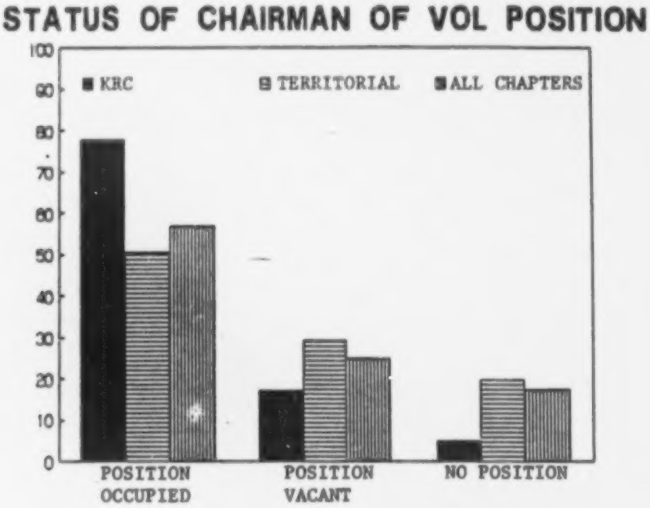
The overseas SAF area headquarters have chairman of volunteers positions which closely parallel the functions of the NCOV. The European Area COV participates fully in the senior management groups, provides guidance to and contact with the field, and appoints and evaluates the other leadership volunteers in the area. The COV position is supported by a paid volunteer resources associate. In the Far East area, the COV's functions are similar to the European model though somewhat altered by the smaller size of the area in terms of personnel and the larger distances involved. Recently, the European area COV has assumed additional responsibilities as deputy to the national headquarters chairman for military and social services.

Operations headquarters do not have a COV position as they fall under the purview of the NCOV.

Chairmen of Volunteers in the Chapters

Almost all (95 percent) of KRC's have a chairman of volunteers, while 80 percent of territorial chapters have such a position. Many of those who do not are all-volunteer chapters where the chairman or volunteer manager acts also as the chairman of volunteers.

Three quarters of KRC's and half of the territorial chapters report that that position is occupied. Survey responses indicated that the COV, along with youth services chairmen, are the hardest positions to fill.



The role of the chairman of volunteers varies greatly from chapter to chapter. In only a few does it parallel the role of the NCOV. The greatest differences are:

- The absence of participation in most chapters of the chairman of volunteers in the senior management group or committee.
- The almost uniform presence of the COV on the chapter board. (Only 1.4 percent of KRC's and 9.1 percent of territorial chapters report that the COV is not a member of the chapter board).

Nevertheless, interviews suggest that little time is spent by boards on volunteer related matters.

While most chapters report that the COV is responsible for all volunteers in a chapter, this is often true only on paper. Service departments tend to be very possessive of their volunteers and like to administer to all their needs themselves. Many times the COV is left with responsibility only for the in-chapter-house volunteers. Thus the volunteer nurturing function, traditionally associated with the COV position, is not always fully carried out.

In some chapters, the COV is in charge of the Office of Volunteer Personnel (if any) or the equivalent Human Resources position or shares that responsibility with a director. In these cases, the job tends to consist mainly of daily volunteer administration such as recordkeeping, interviewing, placement, coordination, scheduling, and follow-up. In other chapters, there is a separate chairman for volunteer personnel who carries out the routine tasks permitting the COV to spend time on broader or more long-term volunteer issues and planning.

In certain chapters the position of COV is filled with a volunteer with many years of hands-on experience and at least a practical understanding of the basic principles of and issues in volunteer administration. The job is often considered a promotion from service chairman.

In other chapters, in a relatively recent innovation, the job of COV is given as a matter of policy to one of the vice presidents of the board regardless of the background of the incumbent or their length of time with the organization. This results often in a COV with little time for, or knowledge about, the problems or expectations of the volunteer force or the tools of volunteer management. While the learning experience of this board officer strengthens the board and future boards (since vice chairmen often become chairmen), in the meantime the chapter has no chairman of volunteers to whom to turn for knowledgeable problem-solving on chapter-wide volunteer matters.

Another traditional aspect of the COV job used to be the coordination of nominations and final selection of volunteers for beyond-the-chapter positions and for local and national awards. Survey responses indicate a strong trend toward the increasing domination of this process by paid staff, especially the chapter managers. While the responsibility rests officially with the chairman of volunteers and/or the director of human resources (73.8 percent of KRC's indicated this was the case), the perception that the chairman of volunteers is principally involved in selection for awards was less widespread among chapters than the perception that it was the manager or CEO, the chapter chairman, and the chapter board in that order. Precisely the same order was recorded for nominations of volunteers to beyond-the-chapter positions. For nominations the chairman of volunteer position was cited proportionately even less often (25 percent) as principally involved than was the case for awards.

On SAF stations, the chairman of volunteers has a more consistent role usually as the senior volunteer (few boards have station chairmen), as the recruiter and coordinator, and as a member alongside the station manager and other volunteer service chairmen of the "board" which, as has been pointed out earlier, acts in fact as an advisory group. Blood Services regions have no volunteer chairmen as matters of volunteer administration are handled by the center chapter. (This is discussed in the chapter on Philosophy/Practices in the section on Blood Services regions).

Management Teams

Volunteer/paid staff management teams are a unique feature of volunteerism in the Red Cross. They have existed traditionally at all levels of the organization from the vice presidential and director and project levels in the national sector to the service level in the field. The volunteer counterpart to the paid staff positions were usually called chairmen.

The essential principle of a management team is a peer relationship. This is expressed in such ways as the volunteer signing or co-signing correspondence, representing the unit at meetings, conferences, and workshops internally and externally, and actively participating in senior staff meetings and decision making. It is also expressed by the volunteer having direct access to higher management levels, and by being evaluated and supervised by the next higher level of management and not by the paid staff partner. It is expressed finally by the volunteer and paid staff team member sharing equally in the praise or blame resulting from assessment of team performance, including removal from the job if that is the decision of the supervisors.

The actual details of job responsibilities and degree of volunteer daily involvement vary from case to case and are determined by the nature of the work, the background of the incumbents, the time commitment of the volunteer, and the physical proximity of the volunteer's residence.

Management Teams in the National Sector

When the criteria for peer relationships are not met, the volunteer position becomes either one of advisor or deputy. As mentioned earlier, some volunteer titles at national headquarters have recently been changed from chairman to senior advisor. Chairman positions still exist in places especially at the director and project levels, as in the cases of disaster services, military and social services and corporate communications.

The VP/GMs (head of operation headquarters) volunteer counterpart is still called the operations headquarters chairman, a position mandated and listed on the table of organization. Operation headquarters chairmen are considered partnership positions and the senior level management team of the field service hierarchy. In addition they are considered a team in the management of the operation headquarters. In actual fact, the degree of participation, while varying a great deal from case to case, resembles more a senior advisor role.

With the exception of the regional chairmen, there are few counterpart positions at the director level at the operation headquarters. Where they exist, they are less the result of policy than circumstance and tend not to be viewed in the partnership mode.

The 1983 field service plan created 80 new paid/volunteer partnerships--the ten managing director/regional chairman teams operating out of the operation headquarters and the 70 field service manager/ field service chairman teams beneath them. These teams were mandated in the plan and appear on the table of organization. The regional teams share responsibility for assisting and supervising the field service teams and the latter manage a cadre of volunteer specialists who act as consultants to the smaller (non-KRC) chapters.

The field service chairmen share responsibility with the field service managers for recruiting, training, coordinating, evaluating, and assisting members of the all-volunteer consultant teams; for acting as a conduit for policy guidance, support and information to the territorial chapters; for providing advice, assessment, and assistance to these chapters; and for organizing territory-wide meetings, conferences and training sessions.

Study Findings Field Service Teams

o The largest share of field service chairmen reported spending from 10 to 20 hours a week on field service responsibilities. A quarter of the respondents indicated spending 20 hours a week, a figure corroborated by about 20 percent of field service managers. In addition, 84 percent of field service chairmen continue to volunteer for their chapter.

- A majority of both chairmen and managers indicated that, first and foremost, the territory relies on a field service chairman's management skills; secondly it relies on the chairman's understanding of the ARC organization and culture. About a third of managers and chairmen thought that the specialized service skills (disaster, health and safety, etc.) were the skills most relied on; nearly half indicated the territory relied on a full range of skills, including business and fund-raising skills.

- 77.3 percent of field service chairmen have previously served on the boards of their chapters. Only 11.4 percent have served as chairman of volunteers for their chapters. 65.9 percent had been a field service team consultant before being elevated to chairman. Nearly half (47.7 percent) had at one time been line volunteers. About 40 percent had at one time been ARC paid staff.

- In most cases chairmen and managers reported having weekly or more frequent telephone contact, and monthly face to face contact with each other.

- 52.8 percent of field service managers and 65.9 percent of field service chairmen consider their relationship a peer relationship. 17.0 percent of the managers and 25 percent of the chairmen see themselves in the somewhat subordinate role of a "resource" to the other; but 22.6 percent of the managers and only 2.3 percent of the chairmen feel that they "head the team."

- Field service managers are likely to have more frequent contact with regional staff than are the field service chairmen; field service chairmen tend to go through the field service managers in their contacts with regional staff; both field service managers and chairmen meet most frequently with paid rather than volunteer staff at the higher levels.

Study Findings Chapter Teams

In the chapters, service directors and service chairmen form the paid staff/volunteer staff management teams at the service level. Traditionally, the directors (if any) staff the service committee and head the offices, while the chairmen chair the committee, and support and coordinate the volunteers. (The service committee is usually composed of volunteers who head functional sub-committees, plus some board members, and some external experts. The committee is the planning and coordinating entity for the service.)

Relationships between partners and work allocation vary from case to case both within chapters and across chapter lines. However, on the whole, the peer nature of the relationship seems less well established than in the field service.

- Fewer than half of the directors and chairmen think of themselves as peers. About a quarter of both paid and volunteer respondents perceive the volunteer to play a subordinate role of "resource" or assistant. A little over 5 percent of paid staff and a little over 3 percent of the chairmen felt the volunteer headed the team; and a little over 10 percent of respondents with counterparts felt that the volunteer dealt with policy and the director with operations. (These figures have been adjusted for the high percentage of board chairmen and manager respondents--positions that do not have counterparts.)
- Almost half of the respondents (both volunteer and paid) report telephone or face to face contact on a weekly or more frequent basis; a quarter report contact several times a month.

Study Findings - SAF Station Management Teams

At SAF stations very often the only paid staff is the manager and a secretary. In 28.7 percent of all cases the manager does not view himself as having a volunteer counterpart. (Some of these may be volunteer managers.) On the other hand, 13.3 percent of volunteer leaders consider that they have a paid counterpart.

Among those who feel they have a counterpart relationship, one-third of the chairs and managers felt they were equal members of the team, while 21.7 percent of managers and 45.6 percent of volun-teers respectively felt that they themselves had a supporting role. The prevailing form of contact (69.6 percent) was weekly or more often with slightly over 10 percent reporting daily contact.

Blood Services Regions

There are no management teams in the Blood Services regions.

Non-Team Management Roles

Not all management roles involve team relationships. At the national level, there are various positions where management volunteers are on their own. Examples include the National Chairman of Volunteers, the head of international services at operation headquarters, volunteer resources support at operation headquarters (though only since most of the human resources function has shifted to national headquarters), and the volunteer head of the Program Exchange Process (PEP) program, among others.

In the chapters, non-team management positions include the chairman of volunteers, volunteer chapter manager, volunteer service or administrative chairman, disaster operation director, head of a disaster action team (DAT), head of a special event, to name but a few. Occasionally, the chairman of volunteers is considered a partner with the human resources director or the director of the Office of Volunteer Personnel but traditionally the Chairman of Volunteers position is interpreted more broadly.

At most SAF stations volunteer services are run by volunteers with no paid counterparts.

Fifty percent of blood service regions report involving volunteers in "management functions" though interviews failed to identify such positions except for volunteer schedulers and coordinators who in the chapters are not usually considered management volunteers. 63.9 percent of blood service regions report that supervision and oversight is performed exclusively by paid staff, while 33.3 percent report that these responsibilities are shared by volunteer and paid staff. 91.7 percent of blood regions report that middle management is performed exclusively by paid staff.

VOLUNTEER ROLES - SERVICE

It is safe to say that there are no jobs in ARC that somewhere in the organization are not being performed by volunteers. However, some levels in the organization, some service areas, some organizational support areas, and some jobs are more volunteer intensive than others.

The differences in the organizational levels are discussed in the chapter on Philosophy/Practice. Here the degree of volunteer involvement in particular service areas and specific jobs will be described.

Service Roles at National Headquarters

At national headquarters the largest number of direct service volunteers (as distinguished from governance, management or advisory) are field testers for new or revised materials and for courses developed by the headquarters. Though administered, trained, and supported by national headquarters, they do not work at national headquarters but operate out in the field. Similarly, a number of volunteer auditors (about 10) work for national headquarters in the field performing audits on small chapters which do not have adequate resources to hire. There are also a small number of clerical volunteers, receptionists, researchers, expert consultants, course instructors, guides, data entry and data analysis personnel, project volunteers, translators, fund raisers and legal assistants, among others.

Direct Service in the Field Service

In the field service, direct service to the territorial chapters is provided by the volunteer consultants. 79.2 percent of field service territories report they have volunteer consulting teams of more than 10 members, while more than a third (35.8 percent) indicate they have more than 20 members.

In spite of the numbers, not all areas of expertise are equally well covered in the consultant groups. Disaster services and health and safety services are the areas in which the most widespread degree of expertise exists. About a quarter of the territories report having between 6 and 10 consultants in these areas.

Generally more than half of the territories indicate having at least one expert in every service area, with international and community services the exception.

The greatest depth of expertise exists in the administrative areas of finance/accounting/budgeting, fund raising, board development, and management. Even in these areas, however, about 40 percent of the territories report no capacity.

Fewer than half of the territories report any capacity in the areas of planning, public relations or volunteer administration.

Direct Service at SAF Stations

SAF stations were asked about the volunteer intensiveness--extent of volunteer staffing--of different functions and activities performed at the stations. (It should be noted that Red Cross SAF stations, for reasons associated with military circumstances, participate only to a limited degree in blood services, disaster services and fund-raising activities. The small data base relative to these areas was not considered reliable statistically and, therefore, has been left out of the analysis below.)

The services which most SAF stations reported being performed primarily or exclusively by volunteers included: health and safety instruction, health and nursing services (including health screening), hospital and clinic services, and youth services. In organizational support the most volunteer intensive area is volunteer scheduling. To a lesser degree, but still somewhat volunteer intensive, are volunteer training and placement, public relations and publicity.

The most intensive use of paid staff is in the area of office support. 42.1 percent of stations report exclusive use of paid staff for this function and 61.6 percent report greater reliance on paid than volunteer staff. In particular, the night/weekend telephone coverage function is performed almost exclusively by paid staff where there is paid staff. 90.2 percent of stations report primary reliance on paid staff for night and weekend coverage.

Another area tending toward greater reliance on paid staff is casework. A little over half the stations report relying to a greater extent on paid staff than volunteer staff for this function, about half of these stations (25.6 percent of the total) relying exclusively on paid staff. Nevertheless, a quarter of the stations report an equal split between volunteer and paid staff in this function, and 18.8 percent report intensive or exclusive reliance on volunteers. A little over a third of the stations report they have an equal number of paid and volunteer staff serving as emergency services case workers, while 15 percent report having only volunteer case workers. Closer to half report having primarily or only paid staff in case worker positions. Nurse caseworkers (where they exist) are exclusively volunteers. Overseas, a certain percentage of casework is mandated to be done by volunteers. (Overseas stations were not included in the surveys.)

There is no service or function (with the possible exception of weekend and night coverage) that more than half of the SAF stations report being performed exclusively by paid personnel.

On the whole, the trend in the past five years at SAF stations has been toward greater reliance on volunteers in all areas.

Direct Service in the Chapters

Volunteer Intensiveness

- o Only two service functions were reported by a significant share of chapters as primarily performed by paid staff: services to military families (54.9 percent) and nursing (51.1 percent). Public relations also tend to be paid-staff intensive (38.9 percent).
- o Reported as most volunteer-intensive: disaster services, health and safety services, blood services, community services, youth services, volunteer personnel administration, and fund raising, in that order.
- o KRC's and territorial chapters report a comparable volunteer intensiveness in the delivery of like services, with KRC's reporting volunteer participation in a larger range of service areas (probably because they engage in a wider range of activities).
- o Regional blood center chapters are as likely to report being volunteer as paid-staff intensive in their performance of the blood service function; whereas the majority of participating chapters tend to rely on volunteers for their performance of blood services.

Degree of Volunteer Intensiveness in Service Areas

	Volunteer Intensive	Equal Paid & Volunteer	Paid Staff Intensive
Disaster Services	49.3	31.3	16.2
Services to Military Families	23.8	18.0	54.9
Health & Safety Services	66.7	20.0	7.4
Nursing	11.6	6.4	51.1
Blood Services	41.3	17.4	9.2
Community Services	41.3	17.6	11.0
Youth Services	31.8	11.0	11.6
International Services	13.0	3.0	11.0
Public Relations	26.6	23.2	38.9
Fund Raising	33.2	32.7	23.0
Volunteer Personnel Management	31.2	22.8	19.3
Human Resources/Personnel	17.0	23.0	22.2
AIDS Education	27.4	21.0	35.5
Speakers Bureau	24.6	18.4	28.0

Source: Chapter Fact Sheet, Volunteer 2000 Survey, 1987.

The staffing of selected service positions in the chapters by either paid or volunteer staff was described as follows:

Degree of Volunteer Intensiveness in Selected Positions

	Volunteer Intensive	Equal Paid & Volunteer	Paid Staff Intensive
Emergency Service Workers	22.0	38.3	34.5
Emergency Service Caseworkers	21.8	24.8	38.7
Emergency Service Nurses	52.1	7.2	3.6
Health & Safety Instructors	76.2	12.8	4.6
Health & Safety Instructor Trainers	68.7	8.8	8.8
Health & Safety Nurses	65.7	5.8	2.4
Blood Donor Recruiters	44.7	21.6	27.5
Blood Volunteer Recruiter	49.2	25.4	15.1
Blood Collection Site Volunteer	45.9	18.7	28.8
Blood Services Nurse	23.3	56.9	8.6
Chapter-house Clerical/ Switchboard	15.2	17.0	51.7
Night/Weekend Telephone Coverage	25.0	16.8	52.7

Source: Chapter Fact Sheet, Volunteer 2000 Survey, 1987.

The lowest volunteer intensiveness appears in clerical and switchboard functions at the chapter house, night and weekend coverage, blood services nurses, and emergency service case workers. Also, relatively low volunteer intensiveness exists in Speakers' Bureau and AIDS education. Surprisingly, volunteer intensiveness among health and emergency nurses was relatively high.

The trends over the past five years show the highest percentage (close to 60 percent) of chapters indicating an increase in volunteer participation in disaster services. However, fewer than half of the chapters report an increase in health and safety and fund-raising volunteers despite increases in the level of activity in these areas. In the case of health and safety, this lowering of volunteer intensiveness is attributed to the increase in corporate contract instruction where mostly paid instructors seem to be involved.

A majority of chapters report that volunteer participation overall has either increased or remained the same over the past five years. Only 10 percent of chapters report an overall decline in degree of volunteer participation. 15.7 percent of the chapters report a decline in health and safety service volunteer participation intensiveness, 15.2 percent in youth services, 13.0 percent in services to military families, and 12.2 percent in nursing services.

Direct Services in the Blood Services Regions

The most paid-staff intensive functions in Blood Services regions are laboratory (94.4 percent paid staff only), venipuncture (97.2 percent paid staff only), and blood region middle level management (91.7 percent paid staff only). Over 50 percent of the regions report that their donor recruiter field service representatives are paid staff only, 63.9 percent of the regions report that supervision and oversight functions are carried out by paid staff only, and 50 percent report that nursing functions are carried out by paid staff only. Clerical work tends to be paid-staff intensive but to a lesser degree.

Volunteer-intensive functions are canteen, hosting and greeting, donor registering, and blood bag handling (before fill). Shared functions include corporate, general and telemarketing donor appeals, volunteer recruitment and scheduling, transportation of donors and blood products, taking of donor health history, taking blood pressure, monitoring vital signs, blood bag handling after fill, relations with participating chapters, and public relations.

Regions are very disparate in their assessment of five-year trends in volunteer participation in blood operations. There was agreement on only one area: that the volunteer intensiveness of donor site nurses has dramatically declined.

SECTION V RECOMMENDATIONS

V-1. **It is recommended** that the Red Cross define the roles and functions of volunteers, including supervisory relationships, with the same degree of precision as for paid staff. Existing relationships should be clarified so that both paid and volunteer management understand their roles and responsibilities toward one another and vis-a-vis lower and higher echelons.

Only those relationships that are based on the principle of inclusion should be referred to as management teams. Management teams should always involve shared responsibility, shared decision making, and direct access for both partners to the next higher level.

In those instances where traditional partnerships no longer reflect the above conditions and where, in effect, one member has a directing or supervisory relationship over the other, **it is recommended** that this relationship no longer be considered a team relationship but an advisory or a deputy relationship as the case might be.

V-2. **It is recommended** that the concept of paid-staff/volunteer-staff management teams as an organizing and operative principle of Red Cross management jobs be reaffirmed in the organization and that various (especially the most successful) team models be studied for purposes of guidance.

V-3. **It is recommended** that the involvement of volunteers as managers in the Red Cross (whether as part of a team or individually) be continued and enhanced, even while it is acknowledged that the pool from which such volunteers have come is shrinking. Volunteer management jobs are very special opportunities for attracting experienced and capable volunteers to the Red Cross, and one of the features that make the Red Cross volunteer experience unique. All Red Cross units should be encouraged to continue the tradition, expand the opportunities, and be aggressive in recruiting, developing, and placing volunteers in management positions.

At the same time it is **recommended** that Red Cross units be creative and flexible in adapting these jobs to changes in the volunteer pool and in volunteer time availability and to the particular circumstances of individual candidates. Such adaptations might include job sharing and job segmentation.

V-4. **It is recommended** that the Red Cross consider and be receptive to special opportunities for volunteers to serve in even the highest positions in the organization.

V-5. **It is recommended** that a more consistent set of expectations for chapter chairmen of volunteers be developed in the organization, these expectations to be modeled in certain respects after the National Chairman of Volunteers position (at least for those chapters with the size and scope to encourage such a role). **It is also recommended** that the many .pa different interpretations of the chairman of volunteer role as documented in this study be studied with the purpose of developing models for job segmentation of that position.

V-6. Just as no position is too high and skilled for a volunteer, assuming appropriate background and time commitment, so no position should be considered too tedious or unskilled as long as volunteers are given a clear understanding of the nature of the work to be performed. **It is recommended** that renewed efforts toward the involvement of larger numbers of volunteers in such jobs as clerical, reception, switchboard, telemarketing, and after hours and weekend coverage where the volunteer participation is currently low be undertaken.

V-7. **It is recommended** that the design and implementation of a special pilot project in field units to involve the homebound in disaster and 24-hour coverage be undertaken. This pilot is to build on the experience of chapters who already have such initiatives. This pilot speaks to the concept of pairing the circumstances of potential volunteers with the needs of the organization, as well as the concept of involving the non-traditional volunteer. It also moves the organization into the modern mode of decentralizing the workplace by means of available communication technologies.

V-8. **It is recommended** that casework in the Red Cross become more volunteer intensive. To accomplish this, special relationships should be developed between the Red Cross and schools of social work (similar to Red Cross's relationships with schools of nursing) so that students could acquire practical casework skills as interns or volunteers with Red Cross. **It is further recommended** that these skills be taught generically so that they would apply equally to case work in SMF, disaster, and community emergency services.

V-9. **It is recommended** that in order to demonstrate and encourage greater awareness of the difference between advisory and governance roles, the "boards" of SAF stations be renamed advisory committees or management committees as appropriate. This change of name is important since SAF boards do not meet the Red Cross criteria for governance structures.

V-10. **It is recommended** that the Red Cross find new ways to take fuller advantage of the Presidential appointees to the BOG and to increase their interaction with the organization. The unique opportunities presented by cabinet-level members have not been fully nor systematically explored.

V-11. **It is recommended** that the information gathered in this study relative to variations in chapter board structures and chapter board membership be studied, and the results disseminated in the organization. Such an effort would inform chapters of the advantages and disadvantages of various models and their appropriateness for different size chapters. It would also address various alternatives for the optimum involvement of "superluminary" members. This effort may have relevance to the Service Delivery 21 study.

SECTION VI

VOLUNTEER PERFORMANCE STANDARDS AND EVALUATION

Beginning in the mid 1980s, the Red Cross began to put into place a formal system of performance management for volunteer leadership that closely paralleled the new performance management system for paid staff that was adopted during that same time period.

The concept of volunteer performance review and evaluation was not new for the Red Cross since individual performance in client services (such as casework, disaster assistance, instruction of Red Cross courses) has always been subject to quality control and performance assessment. What was new was the attempt to formalize the procedure, include leadership volunteers and include organizational support volunteers (i.e., volunteers outside the direct client services, such as volunteers in human resources, fund-raising, public relations, etc.).

This chapter describes the degree of acceptance of a performance management system in the organization, specific views of its benefits and shortcomings, and the current degree of implementation. The analysis differentiates between two aspects of the system: (1) the "negotiation of standards" and (2) the "measurement of performance" or "evaluation."

FORMAL PERFORMANCE STANDARDS

Volunteer 2000 Study surveys found a strong and surprisingly uniform acceptance in the organization for the extension of individual performance standards to leadership volunteers in all jobs and positions, including board members.

The positive aspects of having individual performance standards for volunteers were generally seen to be:

- Realistic expectation setting.
- Role clarification.
- Maintenance of standards and quality control.
- Maintenance of professional atmosphere.
- Equal treatment for volunteer and paid staff.
- Permitting factual feedback on performance.
- Permitting measurement of progress against goals.
- Ensuring documentation of volunteer contribution.

The negative aspects were seen to be:

- Time consuming.
- Additional paperwork.
- Complexity of procedure.
- Changing circumstances requiring constant revision of standards.
- Formality of process offensive to some volunteers.
- Perceived inappropriateness.
- Belief by some that volunteers should not be treated as paid staff.

Very few of those interviewed perceived volunteer performance standards as a mutual contract between the volunteer and the organization, specifying obligations of service on part of the volunteer and specifying obligations of adequate support on part of the organization.

The high level of acceptance of the concept of performance standards out in the field is reflected in the following data from **Volunteer 2000 Study** surveys.

To Which Volunteer Leadership Categories Should Performance Standards Be Applicable?

	Chapter Vol. Ldrshp.	Chapter Paid Ldrshp.	RBS Vol Ldrshp.	RBS Paid Ldrshp.	Field Srvc. Chair.	Field Srvc. Mgr.	SAF Vol. Ldrshp.	SAF Mgr.
For All Volunteer Leadership	66.3	65.3	78.4	64.7	54.5	60.4	74.1	45.0
Only For Those Interested In Leadership Positions	12.0	6.2	3.9	11.8	11.4	3.8	8.2	6.2
Only For All Management Level Volunteers	10.4	5.9	NA	NA	15.9	22.6	3.8	8.5
For Those Interested In Having Standards	15.9	13.9	13.7	19.1	13.6	9.4	8.2	32.6
For No Leadership Volunteers	5.9	4.0	2.0	5.9	4.5	NA	5.1	7.0

Source: Survey of Chapter Volunteer Leadership; Survey of Chapter Paid Leadership; Survey of Regional Blood Services Volunteer Leadership; Survey of Regional Blood Services Paid Leadership; Surveys of Field Service Chairmen; Surveys of Field Service Managers; Survey of SAF Volunteer Leadership; Survey of SAF Managers; **Volunteer 2000 Study**, 1987.

Remarkably consistent figures show that about two thirds of paid and volunteer staff in chapters and Blood Services regions subscribe to the concept that performance standards should exist for all volunteer leadership. This opinion seemed generally unaffected by sex or age of the respondents, or by their position or length of time with the organization, except for the under-44 age group among paid staff who indicated an even higher level of acceptance at 72.5 percent. There were only two exceptions in the chapters: (1) volunteer chapter managers (only 30 percent of whom came out in favor) and (2) volunteer leadership in chapter blood service (who came in at 57 percent approval).

In the field service, there was a greater tendency to prefer more flexibility in the application of the performance management system. Of field service chairs 54.5 percent and of field service managers 60.4 percent opted for the inclusion of all volunteer leadership, while 41.9 percent of the chairmen and 35.8 percent of the managers favored the inclusion of selected or self-selected volunteers only.

In the field service, the idea of formal performance standards was more popular in the Midwest (68.4 percent) than in either the East (40.0 percent)or the West (50 percent), also more popular among females than among males, and in the younger (25-44) age group (83.3 percent) versus the middle (45-64) age group (46.2 percent) and the oldest (65+) age group (58.3 percent).

At the SAF stations, there was the only significant divergence between volunteer and paid staff, with volunteers opting strongly (74 percent) in favor of performance standards for all leadership volunteers, and station managers indicating a certain level of discomfort with the concept, showing only 45 percent approval.

As a corollary to the general acceptance of performance standards for all leadership volunteers, and even more consistently throughout the Red Cross, in every category of leadership volunteers queried except one, fewer than 6 percent of respondents opposed performance standards for leadership volunteers. The only--and very minimal--variation were SAF station managers who came in just slightly higher at 7 percent. In other words, almost all those not in favor of standards for all leadership volunteers were in favor of such standards for selected or self-selected leadership volunteers.

At the national headquarters level, interviews disclosed somewhat greater hesitancy in the application of performance standards to all leadership volunteers. This reflected to some degree rejection by a number of interviewees of the application of performance standards to Board of Governors members and also a certain ambiguity about paid/volunteer management level staff relationships at the headquarters level.

PERFORMANCE STANDARDS IMPLEMENTATION

The highest degree of implementation of performance standards for leadership volunteers exists in the field service. More than three quarters of regional chairmen and somewhat fewer than three quarters of field service chairmen report having such standards.

There is no such level of implementation in the chapters. Of chapters surveyed, 63 percent report that no steps have been taken to establish performance standards for any leadership position. Over 65 percent report no performance standards for either board members or board leadership.

In respect to board members, interviews revealed that many chapter managers felt that having influential and prominent persons on the board was important even if they could not be expected to attend meetings regularly. "Ten minutes of their time in times of specific need, may be worth more to the organization than twenty hours of another person's attendance at meetings," was a typical comment.

On the other hand, some chapters have developed very explicit standards for board members. These are described in detail in the Resource Document, but always include some affirmation of willingness to make certain time commitments (such as regular attendance), some commitment to acquire organizational knowledge (such as attendance at orientations), and some commitment of either effort or money toward achieving the organization's financial goals.

Existence of performance standards for line volunteers is a more frequent occurrence at the chapter level. About 52 percent of chapters report no steps toward such standards for client-services volunteers, and 44 percent report no such standards for clerical/administrative volunteers. Over 50 percent of field service leadership report that at least some of their field service consultants have performance standards.

At the headquarters levels, policy clearly mandates the existence of performance standards for all management level leadership volunteers at headquarters levels and two performance appraisals annually. In actual fact, existence of formal performance standards is rare.

The great difference between the high degree of acceptance of the concept of performance standards for volunteers and the low degree of implementation is the result of a number of factors. These are:

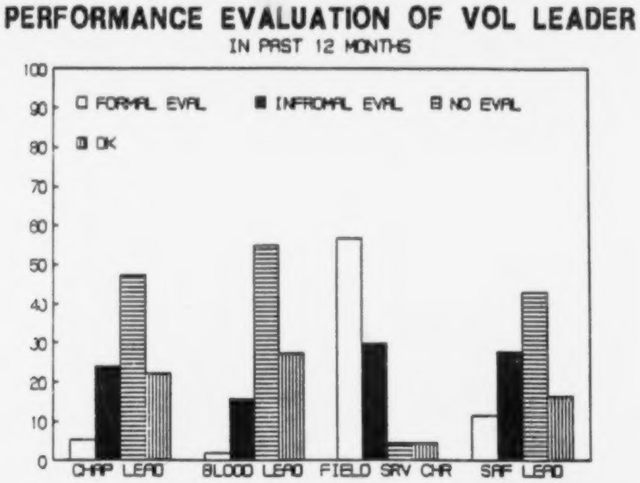
- Unfamiliarity with the new system.
- Misunderstanding of vocabulary of new system.
- Uncertainty about supervisory relationships.
- Amount of time and paperwork required for compliance.
- Absence of high-profile corporation-wide promotion of system within the Red Cross.
- Absence of consistent senior management commitment at unit level.

Perhaps the greatest single problem of implementation involves terminology. The term "performance standard" is frequently misunderstood to refer to quality of performance when in actuality "performance standards" are agreed upon goals to be achieved over a given time period. They are negotiated goals which adapt a generic job description: (1) to the particular circumstances (time commitment, skills, interests) of the volunteer and (2) to the needs of the unit. They include not only specific performance goals for the volunteer, but specific undertakings of support to the volunteer on the part of the unit and the organization.

In addition, it is assumed wrongly that performance standards automatically imply formal evaluation. While performance standards are indeed the means for formal evaluation, they lend themselves equally well to self-evaluation. In any case, no matter who does the evaluation (or "measurement of results") the process has to take into account both the performance of the volunteer and the support provided to the volunteer. In other words, what should be reviewed during performance appraisal is the degree to which the mutual contract between the volunteer and the organization has been fulfilled. This is currently not well understood at any level in the organization.

IMPLEMENTATION OF EVALUATION PROCEDURES

A certain though limited degree of evaluation, both formal and informal, is taking place throughout the Red Cross despite the general absence of formal performance standards.



- o Evaluation of volunteer leadership has seemingly been institutionalized in the field service. A startling 86 percent of responding field service chairs report being evaluated in the past 12 months, most of them in a formal manner.
- o In the chapters, half of chapter volunteer leadership reported that they had no evaluation of their performance whatever, and only 29 percent reported evaluation within the past 12 months. (This contrasts with paid chapter leadership, 77 percent of whom reported being evaluated during the past 12 months).

- In the Blood Services regions, only 17.7 percent reported being evaluated in the past 12 months, contrasting with a paid staff evaluation rate of 92 percent during that time frame. In SAF, 39 percent of volunteer leadership reported evaluation in the past 12 months, as opposed to 96 percent for station managers.

- Among line volunteers, evaluation is more frequent. Only about 30 percent of chapter line volunteers surveyed reported no evaluation whatever. At SAF stations, 40 percent of line volunteers reported formal or informal evaluation within the past 12 months, including evaluation by non-Red Cross supervisors at clinics and hospitals. By far, the most consistently evaluated line volunteers were those in VA hospitals, only 19 percent of whom reported no evaluation whatever and 58 percent reported evaluation within the past 12 months. Field service line volunteers were not surveyed separately, but three-quarters of field service managers report evaluation of field service consultants.

- With the exception of the field service, line volunteers are currently being evaluated to a greater extent than leadership volunteers.

- Most volunteer leaders want precise tasking and feedback if the process is not too time consuming.

- When called upon to evaluate a volunteer, paid staff are often uncomfortable doing so. This is the result of unclear relationships, and of a lack of appreciation that the review process is a discussion of mutual satisfaction of expectations.

- A certain level of evaluation of leadership volunteers is currently taking place but -- with the exception of the field service and in selected instances at national headquarters -- mostly indirectly and informally through unstructured and undocumented means.

FORMAL REVIEW

Though performance review can be conducted informally without anything in writing, there are certain benefits to a more formal approach.

Benefits to Volunteers

There are benefits to the volunteer. Formal review:

- Is likely to be more specific and useful.

- Provides the means to document the volunteer's satisfactions and dissatisfactions.

- Is a useful tool for transferring information during times of staff turnover or when moving from place to place.

- Helps ensure appropriate volunteer appreciation and placement, such as nomination for awards and further positions of responsibility.
- Is useful documentation for volunteers who seek skill transferability and eventual entry or re-entry into the work force or leadership positions with other nonprofit organizations.
- Is useful experience and training for those volunteers seeking familiarization with the professional atmosphere of the work place.

Benefits to the Organization

There are benefits to the organization as a whole as well. Formal review:

- Provides a documentation, gauge, and analysis of volunteer satisfaction and dissatisfaction. (For example, if a volunteer meets all goals but spends more time than he/she wants to on the job, that is not an optimum situation.)
- Provides documented measures of progress toward goals.
- Provides documentation of the nature of that volunteer's involvement, useful information for that volunteer's personnel file, and also useful information for recruiting to fill that position in the future.
- For leadership volunteers, makes the Red Cross a trendsetter among volunteer organizations in the nonprofit sector.
- May help make the Red Cross attractive to a number of specific populations in the emerging volunteer pool: the working person looking for skill transferability, youth preparing for entry into the work force, minority members and others looking to resume-building, women interested in "sequencing," and others.
- May provide the basis for job sharing or job segmentation initiatives.

MANAGEMENT TEAMS

Intricately a part of the Red Cross volunteer philosophy and practice is the concept of team and counterpart relationships between volunteer and paid staff. These teams exist at various management levels as, for example, operations headquarters chairmen and VP/GM's; regional chairmen and managing directors; field service chairmen and field service managers; chapter service chairs (chairmen of Disaster Services or Health and Safety Services, for example) and chapter service directors; chapter administrative chairmen (such as chairman of OVP) and administrative directors, to name but a few.

Evaluation of such management teams has received special attention in the organization for a variety of reasons. One of these reasons is the ambiguous nature of these relationships which differ from team to team. In some teams, the volunteer partner may assume a policy-making role and the paid partner an implementing role; in others, the paid partner may assume leadership of the team; and in still others, both partners may divide the work to be done between them. There are many further variations on these themes.

Nevertheless, despite the variations, some essential elements need to be present for the relationship to be a "counterpart" or "team" relationship. As is recommended elsewhere in this study, these are:

- That both partners have direct access to the administrative level above them.
- That both partners participate in decision making that affects their unit.
- That neither partner has a one-way supervisory relationship over the other.

The three most sensitive aspects of the team performance management system as it exists in the organization today are: (1) whether appraisal is done for the team as a whole or separately for the individual members of the team; (2) who does the evaluation of the volunteer partner; and (3) whether the volunteer partner has input into the evaluation of the paid partner.

Evaluation of Team Rather than Individuals

The idea of evaluating the team as a whole is popular in the organization and, as might be expected, is especially popular with and for teams where the partnership is a happy and congenial one. This method involves the setting of performance goals for the team as a whole, and the periodic review of progress by the next management level up. Some of these reviews are "team-on-team" (with all four members present initially followed by one-on-one conversations volunteer-to-volunteer and paid staff to paid staff). In the field service, which has by far the highest rate of evaluation, 54 percent of responding field service chairmen report being evaluated not individually but as part of a team, and 64 percent of their paid counterpart field service managers report being evaluated as part of a team.

Evaluation of Volunteer by Paid Staff Partner

The concept of team evaluation has remained popular despite a 1985 policy memorandum from national headquarters that prescribed a different method of evaluation. This memorandum addressed the evaluation of management volunteers and directed that performance appraisals be conducted for all operation headquarters' chairmen, regional chairmen, field service chairmen, and SAF station chairmen, and that this appraisal be conducted by their paid staff counterparts in each case.

While the memorandum indicated that there would be a joint review of the appraisal by both the manager and the chairman at the next level, it specifically stipulated that the counterpart manager of the volunteer would sign as the reviewing authority. No provision was made for any input from the volunteer team member into the appraisal of the paid counterpart.

This policy was felt by many to negate the concept of team relationships. In addition, both paid and volunteer team members felt that team members' evaluation of each other tended to be awkward and potentially harmful to the relationship. Especially where a feeling of real partnership existed, evaluation of one partner by the other was considered inappropriate. A study of the regional partnerships done in 1987 as a doctoral dissertation in the field of volunteerism (see bibliography, Asche) calls evaluation of the volunteer by the paid staff partner destructive of the team relationship and a "significant dissatisfaction" to both sides.

Volunteer Input into Evaluation of Paid Staff Partner

As for volunteer input into the evaluation of the paid partner, there is evidence that it is taking place to a certain extent through informal channels or is being sought quite frequently by the reviewing manager through informal conversations. This seems to be happening to the greatest extent in the regional and territorial levels of the field service. Certainly, the principle of volunteer evaluation of paid staff is well established in the ARC which has a history of all-volunteer management as well as all-volunteer governance, and which espouses the philosophy that paid staff is hired to do those things which volunteers cannot be found to do, and which still today has a large percent of all-volunteer stations and chapters.

On the other hand, in the headquarters and in larger chapters, concern is occasionally expressed by paid leadership that there may be a violation of the "chain of command" when volunteer partners have input into the evaluation of their paid counterparts. Similarly, the matter of "accountability" is often raised. "You can share responsibility but not accountability" is the way it is often stated. The assumption by the speaker is always that it is the paid staff partner who is ultimately accountable.

VOLUNTEERS AS EVALUATORS OF PAID STAFF

The principle that the chapter manager or CEO is evaluated by the chapter chairman is accepted policy in the Red Cross. It is spelled out in the generic job description of the chairman and in the Red Cross Volunteer Handbook. It is part of result measurement for the general management KRC performance standard: "The chapter chairman conducts an annual performance review with the chapter executive following an appropriate review process." Completed assessments are to be forwarded within 60 days for review and signature by the managing director.

Performance of the evaluation function by chapter chairmen is inconsistent. Among responding Group I and II chapters, 94.4 percent reported such evaluation, though interviews revealed that this evaluation is not always as formal or as regular as mandated. In the Group IV and V chapters, only 51.4 percent report such evaluations of chapter managers. More than half of the field service managers felt that fewer than 10 percent of territorial chapter chairmen carried out that evaluation responsibility. On the whole, chapters in the East seem more involved in the evaluation of their managers than chapters in other regions. Most importantly, the evaluation function is often performed informally and, even when in written form, it is rarely passed on to the higher echelons. Only 18.2 percent of field service managers report that they regularly see and pass on such an evaluation.

Where implementation is not taking place or is not forwarded, reasons vary:

- Chapter executives are not aware of responsibility or feel they are too "new" to evaluate an old-time Red Cross employee.
- Chapter executives feel that "national headquarters does my performance review." (This is more common in large chapters.)
- Erosion of "boss" relationship of chairman to manager because of increasing participation of national sector in hiring process.
- "Cumbersome" and "sterile" evaluation forms.
- Evaluations are felt to have no impact and not to "go anywhere." (This is most common among non-KRC chapters.)

Joyce Black, a noted authority on the workings of national boards of nonprofit organizations states that board evaluation of the CEO is vital to the health of the organization. She advocates evaluation in the following areas:

- Relationship with the board.
- Achievement of specific goals.
- Relationship with staff in headquarters and in field.
- Relationship with, and image among, peers in nonprofit sector.

Volunteer evaluation of paid middle level leadership occurs in the organization although inconsistently. 35.3 percent of responding chapters report such evaluation. 27.5 percent consider this evaluation to be of an informal nature. Among chapter paid leadership, 38.1 percent report being evaluated by volunteers only and an additional 11.0 percent report being evaluated by both paid and volunteer staff.

In the above responses there was little differentiation by chapter size. Volunteers seemed to be more active as evaluators in those services or functions that take place in the chapter house. Volunteer evaluation of paid staff is more likely when the volunteer is in sole charge. Given joint responsibility, volunteers seem to defer to paid staff in the conducting of the evaluation function.

Attitudes about volunteer evaluation of middle level leadership and line volunteers range from complete acceptance in the all-volunteer chapters to strong reactions about the dangers to the "chain of command" by a few executives in the larger ones. The majority of interviewees felt that informal evaluation by volunteers of paid staff should always be taken into account.

SECTION VI RECOMMENDATIONS

VI-1. **It is recommended** that the national sector strongly promote a performance management system for volunteers throughout the organization.

VI-2. **It is recommended** that the performance management system currently in use be adapted in certain respects to make it more user-friendly and flexible, and less threatening and subject to misunderstanding.

VI-3. **It is recommended** that the negotiation of performance standards (i.e., mutual performance and support expectations) be mandatory for all leadership positions with managerial responsibilities in beyond-the-chapter assignments and strongly encouraged for all such positions in the chapters, SAF stations, and Blood Services regions. Where project and line volunteer positions and time commitments lend themselves to inclusion in the performance management system, it is also recommended, especially in areas of direct client service.

However, it is suggested that a certain flexibility be built into the review phase of the system, so that informal oral reviews and the renegotiation of individual performance goals can take the place of formal written evaluations, i.e., that a formal written evaluation process be encouraged but not mandated.

VI-4. **It is recommended** that where paid staff/volunteer teams exist performance evaluation occur on a team basis rather than one team member evaluating the other.

The evaluation of team relationships should take place in one of two ways:

- o The team is evaluated as a unit and both partners share responsibility for the achievement of the entire spectrum of the unit's performance goals regardless of how they did, in fact, split the work load between them. In this method, the person or team at the next level reviews progress and adequacy of support levels with both team members simultaneously and in the presence of both.
- o The partners are reviewed as individuals, each having negotiated separate performance goals and levels of support which, taken together, are the performance standards for the team. These performance and support goals for each partner would be negotiated initially between them, then in conference with the next higher level. The performance appraisal would be done by the next higher level.

VI-5. However, **it is also recommended** that throughout the organization, in the evaluation of both volunteer and paid staff team members, or volunteer and paid staff working in close association, the supervisor seek out the input of the paid and volunteer partners or associates respectively, and that this input be solicited in an even-handed manner from both partners or associates of each other.

VI-6. **It is recommended** that individual performance standards for paid and volunteer leadership staff always include as measures the degree of success demonstrated by that individual in recruiting and developing qualified volunteers for established volunteer positions, the degree of success in finding new ways of involving volunteers, and the degree of success in nominating appropriately qualified volunteers for awards and beyond-the-chapter positions.

VI-7. **It is recommended** that the formal or informal negotiation of individual performance standards (i.e., performance and support expectations) be encouraged for board members at all levels of the organization, so as to adapt generic job descriptions to the particular circumstances of the incumbents, and as a means of articulating minimum expectations for board members. **It is further recommended** that to encourage and facilitate this process, generic performance standards for board members (adapted from those already in place at some chapters) be made available by national to interested units. **It is finally recommended** that in the case of board members, self-evaluation (rather than performance review) be encouraged.

VI-8. **It is recommended** that the setting of unit performance standards for governing boards and annual group self-evaluation be encouraged in the organization. That in order to facilitate this process, the Office of the General Counsel, in conjunction with the staff of the Office of the National Chairman of Volunteers familiarize itself with the materials and courses available on this subject in the nonprofit sector, adapt them to the Red Cross, and disseminate this information throughout the organization.

SECTION VII

SUPPORT FOR VOLUNTEERS

INTRODUCTION

Since volunteers play so many different and important roles in the organization, it is essential that they receive the support necessary to play these roles effectively in the same manner and to the same degree as paid staff. This section discusses a basic assumption about Red Cross' willingness to bear the costs necessary to support volunteers effectively and the implications of this assumption. It also presents information on external trends that affect organizational resource and support requirements as well as internal findings about logistical and developmental support needs. The section contains findings regarding human resource structures and responsibilities within the organization that include a discussion of recordkeeping, and articulates a number of communications-related concerns. Finally, this section proposes a series of recommendations aimed at enhancing the overall quality of support provided volunteers throughout the organization.

According to Peter Drucker, a well-respected expert on management and a professor of social sciences, volunteers throughout the nonprofit sector, including those who provide direct service, "are increasingly selected, trained and supported ..." and "are increasingly being managed as unpaid staff rather than as well-meaning amateurs." The main reason for this development, says Drucker, is more emphasis on sound management practices by nonprofit agencies, and a shifting of emphasis from the "good cause" to accountability and results. An additional reason not mentioned by Drucker is that an increasing number of volunteers are not amateurs, but contribute volunteer time in their professional areas of expertise.

Support of volunteers can be either logistical (providing adequate work space, information, secretarial assistance, etc.), developmental (providing training opportunities, increased responsibilities, etc.) or, as is usually the case, a combination of both. Comprehensive support of volunteers both enhances their experience and productivity, and also serves to eliminate potential barriers to volunteering. In addition, an effective and well publicized support system can aid the recruitment of volunteers as well as their retention. The basic issue, therefore, is how effectively and efficiently to support volunteers so that they in turn can contribute to the American Red Cross in the fullest possible manner.

A BASIC ASSUMPTION - WILLINGNESS TO BEAR THE COSTS OF VOLUNTEER PARTICIPATION

A basic assumption underlies the analysis and recommendations on volunteer support contained in this section. It is that, while volunteers bring many tangible and intangible benefits to an organization (as discussed in depth in the section on Roles and Functions in this volume), they also bring with them costs which an organization must be willing to bear if it is to maintain a strong and well qualified volunteer force.

The concept that volunteers provide "free services" may still be a popular misconception in the world at large, but for those who are volunteers, involve volunteers, or administer volunteer programs it holds no validity. For these practitioners and experts, it has long been a truism that those organizations that do not recognize, or are unwilling to pay, the costs of volunteer services will not be successful.

Costs Similar to Paid Staff

Some of the costs of volunteer services are similar to those of paid staff: recruitment, placement, orientation, training, supervision, recordkeeping and other personnel functions, with the exception, of course, of those (very time and personnel consuming) functions related to salary, pensions, and benefits. Also, similarly to paid staff, volunteers need logistical support such as working space, materials, telephones, computer terminals, secretarial assistance, travel and maintenance allowances, information, identification, uniforms, etc., as necessary to their jobs.

Costs Particularly Associated with Volunteer Involvement

Other costs are more particularly associated with volunteers as established through interviews with both paid and volunteer staff. Recognition is one of these, though it is becoming increasingly accepted that paid staff also appreciates and benefits from recognition beyond salary. Another cost associated particularly with volunteers is "nurturing." Since they are not paid, volunteers are felt to require an extra amount of "stroking" or "positive reinforcement" so as to satisfy their "ego needs." A third cost associated with volunteer involvement is the staffing of volunteer committees and boards. Especially in small chapters .pa where the chapter manager and one secretary are the only paid staff, the staffing of the frequent committee and board meetings is felt occasionally to be a burden.

Costs of Built-in Inefficiencies

A certain level of built-in inefficiency related to volunteering is also felt to be part of the costs. This falls into a number of categories:

- Volunteers are not always available when needed because of other commitments.
- Volunteers tend to be less responsive to such organizational constraints as chain of command, budget limitations, time lines, and deadlines.
- Action often is delayed when volunteer approval is required as volunteer boards and committees meet infrequently.
- Board members and Regional Blood Services Committee members sometimes "hire away our best staff" for their own businesses.

Costs of Paid Staff Concern

In addition to considerations of inefficiencies, interviews revealed that volunteer involvement sometimes evokes concern in paid staff. This was expressed as follows:

- Volunteers "widen the span of control," are "one more relationship to worry about," "must be catered to" and "can't be pressured or disciplined" because "their livelihood doesn't depend on it" and they are not "beholden" to you.
- Project volunteers are occasionally seen as somewhat "cavalier" because they have no "real ownership" and "just take one shot and are gone" and "don't have to live with the results."
- Volunteers "compete for paid employment openings" and "end up taking our jobs."
- Volunteers are given favored treatment, such as: the "best" or "most interesting" jobs while the "drudgery is left to paid staff"; easy access to top management or top volunteer leadership while paid staff has to go by the chain of command; and high visibility inside and outside the organization for successful outcomes at the expense of paid staff visibility.
- Volunteers "become too possessive," "think they own the place," "are very traditional" and "resent new ways."
- Volunteer performance affects a manager's unit performance but the manager feels he has less control over volunteer than over paid staff.

While the above insecurities are part of the costs of volunteer involvement, it must be stated that, while they exist and should be noted, they are not very prevalent in the organization. More typical and pervasive were positive and enthusiastic attitudes toward volunteer involvement. As a matter of fact, it is interesting to note that the positive and negative comments are often the flip-side of the same issue. For example, where in one case a volunteer attitude is termed "cavalier," in the other it is termed "risk-taking" and "innovative."

The basic assumption is that an organization as dependent on volunteers as the Red Cross must be willing to shoulder the costs of volunteers in the same way that it shoulders the costs of paid staff.

EXTERNAL TRENDS

A number of broad study findings about relevant external demographic and competitive trends as well as about personal motivations serve as background for the analysis and recommendations on volunteer support contained in this section. All of these trends underscore the importance of understanding the nature of the changes in the volunteer pool in order to provide adequate support in the appropriate areas for the maintenance and retention of sufficient volunteer resources.

Demographic Trends

Logistical support will be even more important to the volunteers of the future, because a growing number of them will either be employed or will have retired from the workforce. They will, therefore, be very likely to bring to their volunteer work some expectations about logistical support that they have derived from their work experience, including an expectation of being granted flexibility in the conditions under which they volunteer. In addition, modern lifestyles often create many demands on a volunteer's time, which they will insist on using efficiently and productively.

Another relevant set of demographic trends pertains to working women. Women, many of them with children, will continue to join the workforce in record numbers over the next 15 years. Interestingly, working women actually volunteer at a higher rate than non-working women although they volunteer fewer hours. For this and other reasons, child care services are becoming an increasingly important area of public concern as evidenced by the fact that, between 1960 and 1984, the share of all children under the age of 6 whose mothers worked grew from 19 to 52 percent.

The Red Cross should also be aware that volunteering by "special populations" such as retirees and youth is increasing, a trend that has obvious implications for support requirements. Finally, it should be noted that American society has become more mobile and that moving from one area to another is now fairly commonplace.

Competitive Trends

There will be increased competition for volunteers as the number of nonprofit agencies as well as the general demand for volunteers continues to grow. The quality of the support that these agencies provide volunteers will probably influence their ability to compete in volunteer recruitment. It should also be noted that the dependence of nonprofit agencies, including the Red Cross, on volunteers is not likely to decrease and will probably increase in the years ahead. Finally, another important factor to consider is that people in general have, and will continue to have, a wide range of choices about how to spend their leisure time.

Trends in Personal Motivation

Three critical elements affecting volunteer work behavior are an individual's motives and needs, and the organization's climate. Successful "matching" of organizational needs with volunteer motivations, skills, and expectations are critical to successful volunteer involvement. There are, for example, many working people who volunteer to attain job-related skills, while others volunteer to have experiences not available to them on their regular jobs. In addition, an increasing number of people volunteer to attain or retain skills for entry or reentry into the workforce, or to familiarize themselves with the atmosphere and expectations of the workplace.

Volunteer management theory is putting more importance on responding to the mood and desires of potential volunteers; it emphasizes the need for the development of new volunteer activities, more attention to the structuring of the hours and days of service, generation of volunteer activities that are time-limited, and increasing organizational support and loyalty. Another relevant development is that, in the rapidly changing workplace, vocational training and education will be a lifelong pursuit for those wanting to continue improving themselves and advance professionally. For that matter, the active pursuit of self-interest at both the personal and social level is becoming increasingly accepted.

TYPES OF SUPPORT

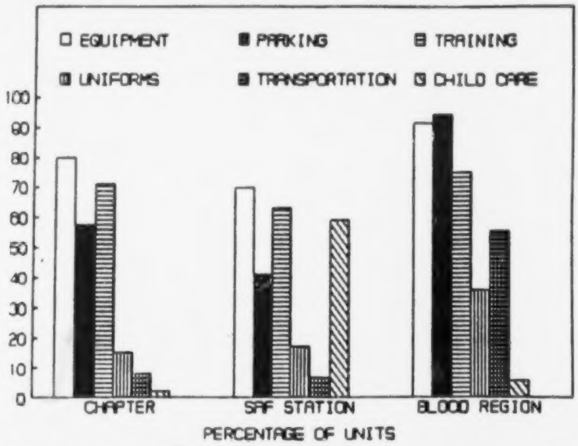
During the study, a range of volunteer support needs was identified which could be classified as either logistical or developmental. Volunteers, like paid staff, usually require both types of assistance in order to perform at their fullest potential, and the study revealed a number of findings about this important area.

Logistical Support

Logistical needs, shared to some degree by all volunteers, include such items as: parking, work space, child care, transportation, scheduling of training, access to facility, availability of clerical and other paid staff support, and reimbursement of out-of-pocket costs. Effective planning to satisfy logistical support needs of volunteers must take into consideration both individual circumstances and commitment.

Major findings related to the logistical support of volunteers include a variety of activities and concerns. The most commonly encountered problems for line volunteers are inadequate child care services and lack of adequate work space, but the degree to which they are problematic varies greatly from field unit to field unit. On the other hand, the most common types of volunteer support provided by the Red Cross are equipment, training, and parking; child care is rarely provided or subsidized by chapters but more frequently provided by SAF stations.

RED CROSS PROVISION OF VOLUNTEER
LOGISTICAL SUPPORT



The lack of accessibility to the chapter, resulting from either location or its hours of operation, can be a serious obstacle to volunteering for some. For example, almost two thirds of the chapters that responded to the survey indicated that either no volunteers or a few volunteers typically worked at the chapter after normal business hours. In addition, almost half of the responding chapters reported that no volunteers work at the chapter on weekends.

At national headquarters, the most commonly encountered logistical problems are parking and office space. In fact, the lack of office space is so acute for all staff that it affects the credibility of volunteer recruitment for work at national headquarters.

Costs to volunteer typically include those for parking, transportation, training, and day care. While such costs are considered minor inconveniences by some, they can present insurmountable barriers to others. The most commonly encountered out-of-pocket expenses for chapter volunteers and field service chairmen are for local transportation, and for travel and maintenance while other regularly encountered costs are for telephone calls and recognition events. Field service managers (i.e., paid staff) also most often have to absorb transportation costs while other, regularly incurred expenses for them are telephone calls, recognition events, and supplies and materials.

SAF and VA hospital volunteers are most likely to incur local transportation expenses as well as those for travel and maintenance. In addition, they also commonly encounter the expense of some type of special clothing or uniform. These volunteers also reported that they typically incur costs associated with recognition events, supplies and materials, and telephone calls.

Leadership volunteers, especially Board of Governors members, often incur expenses for which they are not reimbursed; typical expenses of this type are those associated with travel for the purpose of attending an official Red Cross meeting or function.

The reimbursement of volunteers for out-of-pocket expenses takes place unevenly within the organization. Reimbursement is available but not usually encouraged in a visible manner or facilitated and many volunteers believe that the Red Cross volunteer "culture" demands that volunteers absorb out-of-pocket costs. A large proportion of volunteers are unaware that they can seek reimbursement for these expenses and fewer of them ask for reimbursement than do their paid staff counterparts. This may affect who is able and willing to volunteer for the Red Cross.

Developmental Support

Developmental needs are typical of many volunteers and their satisfaction enriches the volunteer's experience and enhances the quality of their contribution. These needs fall into the following categories: assessment, placement and job matching, orientation and training, career development, recognition, performance standards and evaluation (see Section V, Performance Standards and Evaluation, for a full discussion of this issue and its relationship to volunteer management).

Assessment, Placement, and Job Matching

Planning how to provide developmental support for a volunteer should include some knowledge about their goals as well as about their motivations. For example, it is important to differentiate between the leadership volunteer, the project volunteer, and the service volunteer. In addition, a prerequisite to involving a volunteer that relates specifically to developmental needs is the identification of a job and the skills necessary to perform it.

Study findings revealed that paid staff are more likely to have written job descriptions than are volunteer staff. In fact, fewer than half of the chapter volunteers reported receiving written job descriptions when introduced to their current positions; paid staff is also more likely to have their responsibilities formally previewed with them than are volunteer staff. Additionally, prerequisites and job qualifications are less precisely spelled out for volunteer jobs than for paid staff jobs, a situation that is especially true for management positions. This relative absence of job descriptions, and lack of precision about prerequisites and necessary job qualifications, makes effective volunteer placement and job matching extremely difficult for human resources personnel, and results often in volunteer/job mismatch. The consequences are discouragement for the volunteer, reduced paid staff reliance on volunteers, and lost productivity for the organization.

One area, however, where volunteer managers appear extremely well qualified for their positions is that of the field service chairmen. According to survey data, nearly all of them had held other volunteer leadership positions in the past and had done some volunteer work at the chapter level. On the other hand, well over half (59 percent) of the chapter volunteer leaders reported no previous volunteer experience, a fact at least partially explained by the disproportionate number of chapter chairmen participating in the survey process.

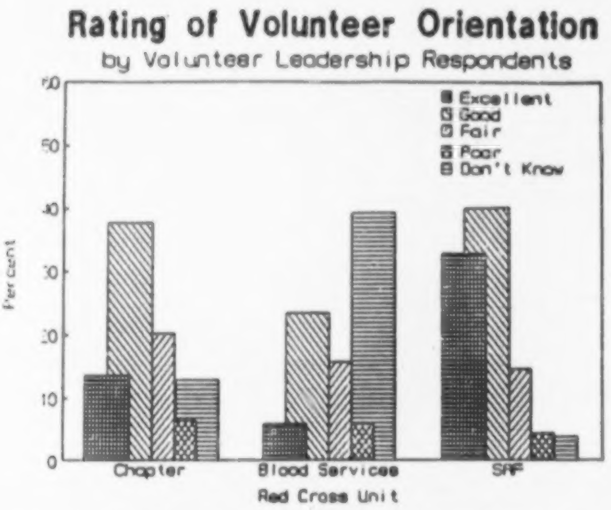
There is usually no chapter-wide needs assessment or strategic planning on volunteer matters or, for that matter, chapter-wide creative exploration of new volunteer policies and how volunteers can be used in additional capacities.

Orientation and Training

In most cases, some type of orientation is provided new Red Cross volunteers and the study revealed general satisfaction in this area. However, approximately 20 percent of the chapter volunteers indicated in their survey responses that they had never attended an orientation while another 20 percent that had attended orientations rated them "fair" at best.

A number of chapters reported at least some difficulty in attracting new volunteers to orientation sessions, and about one third of the chapter volunteer leaders indicated that fewer than 25 percent of their new volunteers attended these sessions.

Some suggestions for improvement included that (1) orientations should offer more of the "big picture" such as more detailed information about the international aspects of the Red Cross, and (2) using current communications technology such as the Red Cross video network to make orientations more accessible and more time-flexible.



Rating of Volunteer Orientation

by Volunteer Leadership Respondents

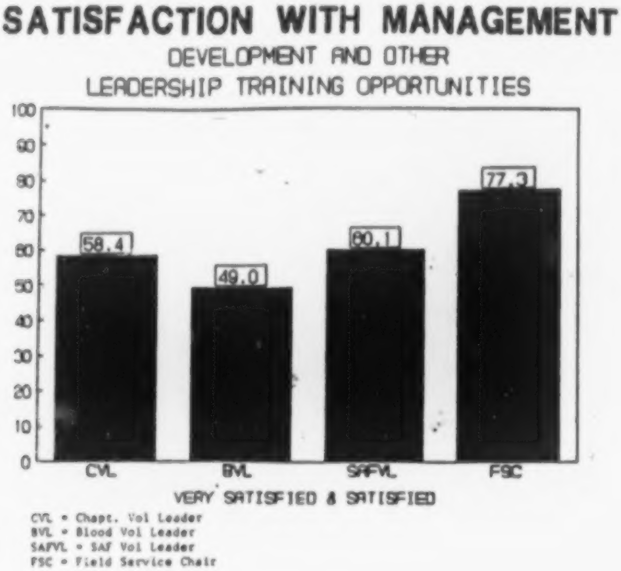
Training programs within the Red Cross are many and varied, and almost all of the volunteers who responded to the surveys said that there are at least some opportunities available to satisfy their needs for position-related training. They did not, however, feel that non-job-related training was easily available; for example, between 10 and 20 percent of the responding volunteers did not believe that there were any opportunities available to them for assistance or training in other Red Cross assignments of potential interest to them, and more of them were of the view that there were "some" opportunities for assistance in pursuing different or additional assignments.

While survey respondents generally expressed satisfaction with the quality, availability, and scheduling of training, almost a quarter of the responding field service chairmen rated the location of available training as only "fair" or "poor"; this response echoes to some extent the concern voiced by a number of territorial chapters during interviews about not having the degree of accessibility to training, conferences and other, similar events that is enjoyed by key resource chapters.

Career Development

The career development of volunteer and paid staff has recently been receiving more attention, and a range of resources and support systems has been developed to support this initiative. Providing assistance for individual career decision-making is timely in view of the interest shown by volunteers in new and different assignments; for example, over one quarter of chapter line volunteers and about one third of their SAF counterparts expressed interest in management positions on their survey responses, and there was also considerable interest evidenced in serving on national disaster assignments.

While most volunteers reported an awareness of volunteer opportunities at their chapter, less than half indicated that they were aware of beyond-the-chapter opportunities. There seemed to be a lack of knowledge about the workings of the selection process for national sector committee assignments; this finding is reinforced by an examination of recent and current national advisory committee membership lists on which many of the same names appear repeatedly. In addition, most volunteers, especially those in territorial chapters, appeared not to be encouraged or supported in pursuing beyond-the-chapter assignments.


SATISFACTION WITH MANAGEMENT
DEVELOPMENT AND OTHER
LEADERSHIP TRAINING OPPORTUNITIES

Another perception exists in the chapters that they are likely to lose their volunteers to the national sector if they make them available for these assignments. This perception is not based on fact, as quite the opposite is true. Not only do both chapter and volunteer benefit from the latter's beyond-the-chapter experience, chapter findings reveal that 84 percent of the responding field service chairmen continue to volunteer concurrently for their chapter. This lack of encouragement for beyond-the-chapter assignments exists even though the provision of these opportunities is included as a measure of results in the current standards of performance for key resource chapters.

Recognition

An integral part of supporting volunteers, which cannot really be categorized as either logistical or developmental, is to provide them with appropriate recognition for their contributions. It is important to recognize volunteers in ways that are consistent with their expectations and desires, to be familiar with the many ways that this can be accomplished, and to be aware that what is appropriate for one volunteer might not be appropriate for another.

The Red Cross emphasizes volunteer recognition as evidenced by an awards and recognition system that acknowledges volunteer contributions on a national level. In addition, effective recognition is described in the Volunteer Personnel Administration Handbook as an effort that is ongoing, everyone's responsibility and a stimulus to individual growth.

The study sought information about both national and local volunteer recognition activities, and some of the key findings concerning national recognition practices follow.

About one-fifth of the chapters responding to a survey question indicated that they had never made any nominations for territorial, regional, or national sector awards; almost all (95 percent) of these respondents were territorial chapters. In addition, slightly more than one fifth of the responding chapters reported that they had never nominated anyone for a beyond-the-chapter position and, once again, the overwhelming majority (98 percent) of these respondents were territorial chapters.

In half of the cases, all-volunteer chapters reported never having nominated anyone for a beyond-the-chapter position and 44 percent indicated that they had never submitted a nomination for a national award.

A large majority of responding field service managers and chairmen (90 percent and 80 percent respectively) said that they shared responsibility for the recognition of field service volunteers. Approximately half of the field service managers and chairmen, 54.7 and 45.5 percent respectively, felt that they could either directly nominate a volunteer for a national award or go through the volunteer's chapter; on the other hand, 28.7 percent of the managers and 22.7 percent of the chairmen reported they could only make such nominations through the volunteer's chapter.

According to survey data, the most commonly used recognition techniques are a dinner or special event and informal thanks from other staff members. Other frequently used recognition devices are service pins, certificates, and letters. These typical approaches to recognition also, not surprisingly, are the techniques most appreciated by volunteers.

Volunteers were asked for their assessment of their unit's volunteer recognition activities as well as about their level of satisfaction with these activities. Responses to these irquiries are shown on the next page:

Assessment of Volunteer Recognition Activities
Rated by

	Paid Leader	Chapter Volunteer Leader	Volunteer	Manager	SAF Volunteer Leader	Volunteer	Paid Leader	Blood Volunteer Leader	Veterans Volunteer	Field Service Manager	Field Service Chairman
Rate Recognition Activities											
Excellent	19.3	29.8	42.5	-	36.1	38.2	-	23.5	32.9	13.2	6.8
Good	44.8	44.9	33.0	-	42.4	37.8	-	52.9	31.4	28.3	29.5
Fair	25.9	14.5	13.7	-	15.2	10.6	-	9.8	17.1	35.8	31.8
Poor	7.7	6.7	5.0	-	3.2	3.2	-	0.0	5.7	13.2	25.0
Don't Know	1.2	2.3	4.8	-	1.9	9.2	-	11.8	5.7	5.7	4.5
Satisfaction with Recognition Activities											
Very Satisfied	-	52.7	55.4	-	48.1	42.0	-	54.9	41.4	-	40.9
Satisfied	-	29.1	27.2	-	32.3	33.6	-	39.2	30.0	-	34.1
Neither	-	13.6	12.8	-	13.3	18.4	-	3.9	15.7	-	18.2
Dissatisfied	-	2.0	2.1	-	2.5	1.1	-	0.0	1.4	-	4.5
Very Dissatisfied	-	0.0	0.5	-	1.9	0.4	-	0.0	1.4	-	2.3
Don't Know	-	0.3	0.6	-	0.6	2.8	-	2.0	1.4	-	0.0

Source: Survey of Chapter Paid Leadership, Survey of Chapter Volunteer Leadership, Survey of Chapter Volunteers, Survey of SAF Station Managers, Survey of SAF Volunteer Leadership, Survey of SAF Volunteers, Survey of Regional Blood Services Paid Leadership, Survey of Regional Blood Services Volunteer Leadership, Survey of SV Volunteers, Survey of Field Service Managers, Survey of Field Service Chairmen, Volunteer 2000 Study, 1987.

While there is general satisfaction in the field with volunteer recognition techniques and activities, some concern exists with regard to the recent decline in the number of volunteers nominated for certain national awards. For example, there were 25 nominees for the Good Neighbor award in 1987 but only 7 nominees in 1988. Similar percentage decreases have occurred for other awards, most dramatically for the national youth speaker.

Another concern voiced about the national award process is that it does not provide for any official recognition of nominees who do not receive the award. It has been suggested that some type of recognition for the non-winners would greatly enhance the process. One suggestion was that a system that provides for winners at different organizational levels, similar to that used for the Tiffany award, should be adopted in order that more volunteers receive national recognition.

There is some confusion about the national awards and recognition process. While it is widely known that all chapters can participate directly in this process, it is not clearly understood that SAF stations and field service teams can also submit nominations directly to the national sector for both national awards and beyond-the-chapter positions without having to go through the chapters. In addition, there are particular differences of understanding about whether SAF stations and field service teams can nominate individuals for the Board of Governors, operations headquarters advisory councils and national convention committees. While some believe that SAF stations and field service teams should be included in this process, current policy excludes them from direct participation, and requires them to submit their candidates for nomination via the chapters.

A general feeling emerged from interviews that the "ideal" recognition program would include:

- Letters of appreciation to families and employers. (This was found to be very rarely used in the organization.)
- Newspaper coverage.
- Plaques.
- Convention attendance (paid by chapter).
- Pins (generic and service-specific).
- Annual banquet/picnic/lunch.
- Red Cross national recognition (Red Cross News, etc.).
- Awards for both special achievements and length of service.
- One unit responsible for and coordinating all of the above.

In addition, it was felt all recognition should respond to the motivations of the involved volunteers.

Human Resource Structures and Responsibilities

This section describes the key findings on how Red Cross units are organized to provide support to their volunteers.

The support needs of volunteers are often the responsibility of each individual service in a chapter and are, as a result, not always coordinated. An office of volunteer personnel, or its equivalent, will usually provide support in the form of recordkeeping, orientation and information about volunteer-related responsibilities.

Most Red Cross units do not have a human resources office with responsibility for both paid and volunteer staff. Even in the larger chapters, such organizational arrangements occur only occasionally (a quarter of KRCs report having such an office). It is much more common, especially among the KRCs, to find that Red Cross units have an office or person responsible for paid personnel administration and, similarly, an office or, more likely, a person, responsible for volunteer personnel administration. Often there is (over half of all chapters and three quarters of KRCs) a paid staff person who is responsible for volunteer personnel administration, although these individuals often have other chapter administrative responsibilities, including responsibility for paid personnel.

Historically, a unit's chairman of volunteers, or a chairman of volunteers for a specific service area, has been responsible for volunteer personnel administration. In those chapters which have human resources offices responsible for both paid and volunteer staff, as well as in chapters with volunteer offices, there is typically a volunteer counterpart to the paid director, and in most cases that counterpart is the chairman of volunteers.

Each organization of volunteer human resources has its pros and cons with no single structure appearing to be more compelling than any other in practice when it comes to volunteer support. Rather than structure, the quality of volunteer support is predicated on the level of management commitment to volunteerism, the extent to which paid staff are oriented to volunteerism, the extent of training in volunteer administration, adequacy of staffing of human resources, and the competence and sensitivity of those occupying the positions dealing with volunteers.

The administration of field service volunteer consultants is done by the field service manager and chairman in addition to their other responsibilities. They usually have little contact or support from their chapters of residence. At SAF stations, the chairmen of volunteers and the service chairmen handle matters of volunteer administration.

The function of administering the volunteer force for blood services generally falls to the center and participating chapters. The absence of someone in most blood regions who is responsible for the volunteer human resources function or acts as a liaison with the chapter's human resources function suggests rather limited direct involvement and awareness of day-to-day volunteer personnel issues.

Recordkeeping

Determining how much support to provide volunteers and in what areas can be facilitated by accurate volunteer recordkeeping. Centralized and complete maintenance of volunteer records is the means by which this most valuable asset can be inventoried, tracked, and accessed. Currently this function does not always receive priority treatment.

There are a number of reasons for this situation. In many cases, individual services -- especially Disaster Services, and Health and Safety Services that are required to maintain specialized and current information on their volunteers -- keep their own personnel files and do not place a high priority on reporting that information to the Office of Volunteer Personnel or Human Resources office. Partially, it appears they resist the investment of time and manpower involved in the reporting process, and partially they fear the loss of volunteers to other services. Services may also fear that, for various reasons, there may be discrepancies between the number of updated and completed volunteer files and the number of volunteers reported for counting purposes.

In many cases, human resources departments or Offices of Volunteer Personnel do not have the manpower, the "clout," or the necessary backing of senior management to enforce the reporting out of volunteer information by the services. In addition, the deadlines involved in paid personnel administration (pay checks, pension and benefit matters) -- but absent from volunteer personnel administration -- tend to focus the day-to-day attention of human resources departments on the paid personnel side. Finally, many chapters do not have a computer capability, and centralization of volunteer personnel information is considered overwhelming under those circumstances.

While most survey respondents rated their field units' volunteer recordkeeping systems as good or fair, many paid and volunteer staff with training in volunteer administration believe that neither the nature or the importance of recordkeeping is well understood in either the Red Cross or in other nonprofit service agencies.

Centralized recordkeeping is especially important in situations where volunteers may have multiple responsibilities in more than one department or service, but, in every case, consistent, accurate and comprehensive recordkeeping is known to facilitate:

- Volunteer tracking.
- Internal volunteer recruitment and cross-over.
- Proper volunteer placement.
- Volunteer retention and recognition.
- Nomination for awards and for beyond-the-chapter responsibilities.

- Personnel needs assessment and recruiting strategies.
- Volunteer resume building.
- Maximum volunteer and organizational productivity and satisfaction.
- Data provision for public relations and fund-raising purposes.
- Data provision for human resource trend measurement and strategic planning
- Data provision for unit-wide strategic planning.

Recent advances in computerization have refocused attention on adequate recordkeeping. At national headquarters, the relatively new Human Resources Information System provides the potential for truly comprehensive information gathering and data analysis in the personnel area. The system has been designed to include a wide spectrum of volunteer personnel data and chapters with the appropriate computerization can participate in the system as paying subscribers. Subscribers are able to enter their information on an ongoing basis, and to access and manipulate that information in any manner and at any time they wish. The privacy of a chapter's data and a chapter's exclusiveness of access is protected by code numbers.

Communications

A number of communications-related concerns were raised during the study about the quality of communication between those involved with the management of volunteers as well as about seeking timely input from volunteers and promptly informing volunteers about new developments and initiatives.

A number of directors and chairmen of volunteers expressed concern that they did not always receive timely information about trends and developments in the areas of volunteer activity, management and administration. The observation was made that, while financial development, communications and emergency service personnel had biannual conferences, there was nothing comparable for them. This situation led some to question the organization's commitment to effective volunteer management, especially in view of this discipline's rapid development.

SECTION VII RECOMMENDATIONS

Recommendations to enhance the quality of support provided Red Cross volunteers are presented in this part. Their underlying theme is that the support needs of volunteers should be identified and addressed in a manner that is consistent with the level and nature of their involvement in the organization.

In addition, determinations about what type of support to provide should not be based on whether an individual is paid or volunteer staff but rather on what is required to accomplish the job, to retain competent personnel, and to develop staff to its maximum potential. Support needs include both the tools necessary to complete a given job and what might be termed personal "enabling provisions" that remove potential barriers to volunteering.

The recommendations also recognize that there is growing competition for volunteers and that support is necessary for both their recruitment as well as their retention.

Logistical Support

VII-1. **It is recommended** that an in-house, child care project be piloted.

- Such a pilot project, funded by the national sector and/or a foundation or corporate grant, would institute child care facilities at selected Red Cross chapters.
- These facilities would be available to all staff.
- Red Cross volunteers would have minimal or no cost for this service during the time of their volunteer work, and Red Cross paid staff might bear fees but at subsidized rates depending on local circumstances and available funding.
- The project's purpose would be to analyze whether such an "enabling" incentive significantly affects the supply and satisfaction of volunteers and, if so, under what circumstances.
- Chapters should be encouraged to explore cooperative arrangements with the federal government to determine if the General Services Administration can make facilities available at no cost.
- Consortium arrangements with other nonprofit organizations should also be explored as appropriate.

VII-2. **It is recommended** that an in-house, elder-care project be piloted.

- This pilot project, funded by the national sector and/or a foundation or corporate grant, is recommended for the provision of experimental in-house elder-care at selected chapters.
- These facilities would be available to all staff.
- Red Cross volunteers would have minimal or no cost for this service during the time of their volunteer work, and Red Cross paid staff might bear fees, but at subsidized rates depending on local circumstances and available funding.
- Different approaches to providing elder-care should be tried by chapters with successful efforts documented and publicized (e.g., a production work environment; a two-generational team activity; a regularly supervised recreational setting, etc.).
- Elder-care speaks to the need for providing respite to the day-to-day care givers, the need to stimulate the elderly, and the need for Red Cross to effectively recruit and then support its volunteers.
- The project's purpose would also be to determine if such assistance significantly affects the supply and satisfaction of volunteers and, if so, under what circumstances.
- As with the preceding recommendation, cooperative arrangements with the federal government and/or other nonprofit organizations should be explored.
- For both of these projects, chapters should be carefully screened based on such specific criteria as need, interest, and the ability to provide the .pa necessary support. In addition, project activity and results should be carefully documented, and results should be publicized both internally and externally.

VII-3. **It is recommended** that operational modifications be made as necessary by chapters, SAF stations, and blood regions to accommodate volunteer and client lifestyles.

- Red Cross units should provide increased opportunities for volunteers early in the morning, during evenings, and on weekends to reflect modern day realities and to project an image of a 24-hour, emergency-ready organization rather than a 9 to 5 business.

- Reasonable accommodations must be made for handicapped and elderly volunteers in such areas as physical access and transportation. The national sector should provide guidelines for implementation and self-assessment as well as any necessary technical or legal assistance.

- Modifications and accommodations in support of volunteers should be systematically publicized.

Developmental support assessment, placement and job matching.

VII-4. **It is recommended** that, prior to recruiting a new volunteer, the involved unit clearly identify and define a job, function, or task for the individual to perform; a supervisor; and any developmental, logistical, or other support associated with that specific job or position.

- The national sector should distribute to the field a generic job description form that contains easily answerable questions. The form would include questions about the specific job to be performed as well as questions regarding the type of qualifications needed by the volunteer and the support necessary for successful job performance.

- Once a volunteer has been recruited, a detailed discussion should occur that clarifies expectations on both sides. At the very least, the volunteer will emerge from this meeting with a job description, even if generic in nature, and some knowledge about support tools and resources to be provided by the organization.

Orientation and Training

VII-5. **It is recommended** that new "core" volunteers receive a comprehensive orientation to the organization. The orientation should cover the specific assignment, the local unit (chapter, SAF station, etc.), the national sector, and the International Red Cross.

VII-6. **It is recommended** that volunteer orientation include information about reimbursement policy.

- Out-of-pocket expenses can discourage people from volunteering or limit the extent of their volunteering, and an explanation of local vouchering policy can alleviate this problem where it exists.

- Reimbursement of these expenses should be considered a normal procedure that is to be facilitated and clearly explained.

- In addition, volunteers should receive updated information on the tax deductibility of their unreimbursed, volunteer-related expenses.

VII-7. **It is recommended** that orientations be periodically updated to include significant organizational changes and developments at both the national and local levels, and that all "core" volunteers be strongly encouraged to be "reoriented" as necessary; a similar requirement is recommended for paid staff.

VII-8. **It is recommended** that every effort be made to orient new chapter board members before they attend their first board meeting.

VII-9. **It is recommended** that in order to assure more uniformity in the quality of orientation, the national sector develop and disseminate generic orientation materials.

- These should be made available to field units, which can then supplement them with information of a localized nature.
- The development of orientation materials should take full advantage of existing materials developed by chapters, and current communications technology to facilitate their use and accessibility.

VII-10. **It is recommended** that the training and development of volunteers be done more systematically and strategically throughout the organization to assure sufficient numbers of volunteers in each line of service and that increased financial resources be assigned to the training of volunteers.

- The importance of volunteer training should be emphasized throughout the organization, and volunteers encouraged to pursue training that is related to either current or future assignments. In conjunction with existing systems and activities, a process should be devised for the identification of current and future volunteer-related training and development needs on both an aggregate and an individual basis.
- Meaningful training and development opportunities should be made available to as many volunteers as possible:
  - Skills and development training should be designed for ready accessibility; modular and self-instructional formats should always be considered in course and materials development, and developed to the degree possible.

- **Nationally certified instructors for financial development, human resources, and disaster services should be as widely dispersed as possible, and located in each Red Cross region and territory.**
- **Cross-training and beyond-the-chapter experiences should be provided to the widest spectrum of volunteers possible as should management and leadership training.**
- **Periodic follow-up by accountable staff should occur with each volunteer and cover the nature of the assignment as well as any support needs associated with it.**

Career Development

VII-11. **It is recommended that career counseling be offered all leadership volunteers before their terms of office expire.**

- **Various options for their continued involvement with the Red Cross should be explored including the return to or assumption of line responsibility.**
- **This counseling should be part of an overall retention strategy for this volunteer segment.**

VII-12. **It is recommended that career development assistance for volunteers be widely publicized throughout the organization.**

- **Career development enhances volunteer effectiveness.**
- **Such assistance helps to keep the Red Cross competitive in volunteer recruitment as more individuals want to use their volunteer experience to find paid employment.**
- **Career counseling should stress that "up is not the only way" and encourage individuals to explore alternative career options in order to maximize flexibility and enhance feelings of autonomy.**

VII-13. **It is recommended that a career path for youth volunteers be developed and implemented, consistent with Youth Study recommendations.**

- **A youth volunteer career path would build on Red Cross strengths, serve youth and meet important chapter, station, and community needs.**

Recognition

VII-14. **It is recommended** that all field units be encouraged to participate in the national awards and recognition process, and be given the appropriate information and incentives to do so.

- The number of nominations for national awards has been declining.

VII-15. **It is recommended** that national assignments be extended to as many different volunteers from the field as possible.

- It should be recognized that national assignments constitute an important form of recognition.
- Selection processes for these assignments should be publicized and explained to the degree possible.
- Broadening of the volunteer pool avoids excessive use of the same individuals.

VII-16. **It is recommended** that the nomination policy for national volunteer awards and assignments be clarified.

- SAF stations and field service teams should be informed that they can directly submit nominations for such awards and assignments, and receive appropriate information and focus to make this possible.
- Expansion of the nomination process for the Board of Governors, the convention committees and the operations headquarters advisory councils should be considered.

VII-17. **It is recommended** that the Red Cross institute an awards system for volunteers that is similar in process to the Tiffany award system for paid staff. In this way, volunteer nominees for national awards can also be eligible to win regional, territorial, and/or local recognition.

VII-18. **It is recommended** that a generic model be developed that outlines the optimum division of volunteer-related responsibilities between the offices that process them (Human Resources or the Office of Volunteer Personnel) and those that employ them (the services or organizational support offices).

- The office of the national chairman of volunteers should develop the model and disseminate it throughout the organization.

Recordkeeping

VII-19. **It is recommended** that a system for tracking volunteers who leave a unit or the organization be developed and its use be required throughout the Red Cross.

- A standardized, easy-to-use, tracking form and forwarding procedure should be designed.
- The form should ask for the type of basic information listed in the following recommendation on recordkeeping. (VII - 22).
- A standardized system that is used organization-wide would not only support the development of individual volunteers but also provide information about available volunteers and their skills for better matching purposes.
- The tracking system should also be used or all exiting volunteers with different kinds of follow-up depending upon the circumstances of their departure.

VII-20. **It is recommended** that formal exit interviewing be done if possible whenever a "core" volunteer ends his or her association with the organization.

- The exit interview should seek to determine the cause of the volunteer's departure and elicit suggestions about how their experience could have been enhanced.
- Interviews should be conducted in a positive and supportive manner so that departing volunteers will retain a sense of affiliation with the Red Cross.
- Letters of appreciation and other types of recognition should be provided as feasible and appropriate; this type of gesture can be important as can the retention of locating information and an occasional, informal contact.

VII-21. **It is recommended** that the requirement for recordkeeping of volunteer personnel information be strongly articulated in the Red Cross.

- The responsibility for recordkeeping should be CENTRALIZED within working units (chapters, stations and headquarters).
- Policies should be adopted to encourage and facilitate implementation of this function in all units of the organization.

- Units that are responsible for volunteer recordkeeping should establish procedures with other organizational units to facilitate and expedite the regular and accurate reporting of volunteer personnel information.
- National headquarters should widely disseminate information to field units on the benefits of participating in the Human Resources Information System (HRIS).
- National headquarters should also share information that will assist field units in establishing a centralized recordkeeping function in the absence of computerization.

VII-22. **It is recommended** that a standardized recordkeeping system be established throughout the Red Cross and contain inclusive information about each volunteer, such as:

- Local, current, and past contacts/address/telephone number.
- Forwarding address (if applicable).
- Education, employment, and volunteer history.
- Previous activities within Red Cross.
- Most recent activity(ies) with time commitment and longevity of assignment(s).
- Times and nature of availability.
- Skills and abilities.
- Interests and expectations.
- Red Cross training.
- Red Cross awards and nominations.

VII-23. **It is recommended** that information on financial and blood donor histories not be included in a volunteer's personnel file.

- While it might be useful to include such information, it should be maintained separately by the appropriate departments or services to ensure both individual privacy and that such information is not used to make job assignments or nominations.

Communications

The following series of recommendations seek to enhance the quality of communication within the Red Cross as it pertains to volunteer-related issues.

VII-24. **It is recommended** that an ongoing, structured system be established to take full advantage of existing field experience, expertise, and innovation in the areas of volunteer recruitment, volunteer involvement and volunteer support.

- For this purpose, the institution of an "idea and experience exchange" process is strongly recommended, and could include descriptions of the many different and successful efforts in volunteer administration occurring in Red Cross field units, making such information available throughout the organization.
- Included would be ideas and experience in volunteer recruitment, involvement, recognition, orientation, retention, and support.
- This process could be incorporated into the current PEP program or be established as a separate entity.
- National headquarters would participate in this process in two ways; first as a clearinghouse for ideas, and secondly as a publicizer and disseminator of the most effective approaches used by the field in a range of areas pertaining to volunteer administration (a newsletter could be used to help fulfill this role).
- A systematic communication strategy with chairmen and directors of volunteers or their equivalents should be implemented and include regularly scheduled conferences on a national, regional, or local basis, and more emphasis on volunteer administration either before, during, or after the national Red Cross convention.

VII-25. **It is recommended** that a central repository and clearinghouse for volunteer-related material be established at national headquarters.

- There is currently no single location in the Red Cross that houses a complete range of volunteer-related resources.
- Appropriate staff resources should be assigned for its upkeep and maintenance.

- The clearinghouse should have a filing system that contains updated versions of all volunteer manuals, handbooks, brochures, policies, directives, and procedures.
- The establishment of this information resource should be widely publicized throughout the Red Cross.
- Information collected during the **Volunteer 2000 Study** that was not included in study findings should be selectively analyzed with the results of such analysis being appropriately disseminated.
- All **Volunteer 2000 Study** information should be available and accessible to American Red Cross personnel.

VII-26. **It is recommended** that budgeting by line item for volunteer support and recruitment become more common in the organization. Local United Ways may need to be educated about the importance and necessity of such expenditures for a volunteer-dependent organization.

SECTION VIII

EXTERNAL ROLE AND RELATIONSHIPS OF THE AMERICAN RED CROSS

BACKGROUND

For many decades after its inception, the American Red Cross was considered the authority on volunteer involvement and volunteer training as well as a working laboratory in which volunteer administration practices and volunteer participation and opportunities could be developed and observed. Because of its hands-on service-delivery mode, and its thousands of service delivery outlets (each one different in terms of size and geographic location and, to a lesser degree, in terms of programs as well), Red Cross was the birthplace for many new ideas both in the program and volunteer administration areas. In addition, its national and international stature afforded it a high degree of visibility.

Because of all of the above, the American Red Cross attracted creative thinkers in the field of volunteerism to its ranks. Many of today's most respected and prominent people in the field of volunteerism started out or have been associated with Red Cross. In addition, many volunteer organizations and programs in existence today are spin-offs of successful Red Cross initiatives.

A basic philosophy of Red Cross has always been to provide needed services. Once a pioneering phase was over, once a basic idea had become accepted and popularized, once others had become able and ready to take over, the Red Cross has often stepped aside and directed its resources to greater areas of need. Exceptions to this approach are, of course, in the Congressionally mandated program areas: Disaster Services and Service to Military Families.

In recent years, organizations have come into existence specializing in and focusing exclusively on volunteerism. Not service deliverers themselves, nor even themselves often involving volunteers on their staffs, these organizations provide assistance to volunteer organizations through research, information dissemination, networking, and public advocacy.

The Independent Sector, of whose board the Red Cross president is a member, and Volunteer-The National Center, both headquartered in the Washington, D.C., area, are primary examples of such organizations. In addition, the United Way of America, until recently essentially a funding organization, has begun moving assertively into areas such as adult and youth volunteer leadership promotion, community needs assessment, volunteer brokerage, and environmental scanning for the nonprofit sector.

As part of the same trend, government offices of volunteerism at the state and municipal levels have increasingly adopted proactive agendas for volunteer-related information gathering and dissemination, program and agency coordination, and training assistance. They have also engaged in systematic efforts to improve the climate for and public perception of volunteering. Additionally, academic centers on issues in volunteerism have sprung up and provide opportunities for research and publication in the field.

Finally, a large number of for-profit businesses have come into being in response to the need of many new and inexperienced organizations for specialized volunteer management information. Consulting services to nonprofits, especially in board development and fund-raising, training institutes for nonprofit managers and for managers of volunteers, and technical and legal advisory services are among money makers for for-profit businesses servicing the nonprofit sector.

RED CROSS ROLE OPTIONS

In view of these developments, the **Volunteer 2000 Study** has attempted to define and describe the role that the Red Cross currently plays within the voluntary sector, how it is perceived by others, and what opportunities may exist for the future. For this purpose, structured interviews were conducted with the executive heads of 24 National Assembly organizations. (The National Assembly, of which the Red Cross is a member, is a membership coalition of 35 national voluntary health and social welfare agencies.) Additionally, interviews were conducted with prominent thinkers and practitioners in the field of volunteerism, and within the Red Cross at all levels with paid and volunteer staff.

For purposes of describing and evaluating the current Red Cross role in the nonprofit sector, that role was presented as three potential areas of activity:

- Public policy development and advocacy.
- Program/service collaboration.
- Volunteer training and development.

Each of these areas are legitimate options for Red Cross leadership among voluntary sector organizations.

The Red Cross as Shaper and Advocate of Voluntary Sector Policy

National Assembly Leadership Responses

The Red Cross size and scope ~~is substan~~tially greater than most members of the National Assembly, assuring it some level of influence in voluntary sector policy development no matter what its degree of proactive involvement. When asked to identify issue areas in which the Red Cross played a leadership role during the previous year, the Red Cross AIDS and blood protection activity were the most common response (66.6 percent mentioned it when asked to identify at least one area of Red Cross leadership). The Red Cross AIDS education program was particularly well recognized and credited by peers in the voluntary sector. Others commented that the Red Cross had been effective in articulating the implications of AIDS preparedness for other voluntary organizations.

Not surprisingly, another frequently mentioned area of leadership related directly to the Red Cross preeminence in disaster preparedness and intervention. Several of the National Assembly respondents noted that they look to Red Cross for leadership in any efforts related to disasters, and that they work with the Red Cross often at the local level as well as through their national organizations. As with the AIDS issue, recognition of the Red Cross role crosses over all three arenas (public policy, service collaboration, volunteer administration).

Additional issue areas of Red Cross leadership were less frequently noted and tended to be somewhat more narrow in their focus. Such mentions included:

- Nonprofit governance, management, and cost benefit innovations.
- Red Cross's initial efforts relative to the needs and special programs for the homeless.
- Red Cross leadership on the Youth 2000 project. (In this context, one respondent credited Red Cross with shaping the entire sector collaboration agenda, not just that portion of it related to youth service issues.)
- Volunteer development and public awareness of volunteerism.
- The study on nonprofit taxes.

Suggested direction to the Red Cross for areas of public policy on which to concentrate in the years ahead were again mostly programmatic in nature. This fact demonstrates the degree to which many National Assembly respondents see the Red Cross issues agenda as directly tied to, and not going much beyond, its programs and services. Respondents suggested limiting the Red Cross role, or that the Red Cross would limit its own role, relative to the voluntary sector as a whole.

National Assembly respondents were also asked to rate the Red Cross on a scale of "1" to "10" (with "1" being high degree of leadership and "10" being low degree of leadership) as a shaper of voluntary sector policy on the national level. The average response was 3.05, with a low of 1 and a high of 8. This is a positive rating of the Red Cross's leadership role among its peer organizations.

In a related question, nonprofit executives were also asked on a scale of "1" to "10" (with "1" being a great deal and "10" being not at all) to what degree their organization looked to the Red Cross as a shaper of voluntary sector policy on the national level. The average response was 5.33, with a low of 1 and a high of 10. The comparative rating reinforces the notion that, while these National Assembly organizations hold the Red Cross in quite high regard as a shaper of voluntary sector policy at the national level, many of them do not see it appropriate to follow Red Cross leadership either because their organization has a different mission or constituency than Red Cross or simply because they do not agree with the direction being taken by Red Cross.

The theme most consistently expressed was that the Red Cross has a strong program mission and that its efforts relative to shaping voluntary sector policy are stronger in the program areas that it has staked out than in areas of more general relevance to the nonprofit sector as a whole. There was support for this perceived discipline and focus, and recognition that it made the Red Cross more effective in its own right, though not always as well positioned as it might be to lead other voluntary sector organizations.

Current Red Cross Efforts

Current Red Cross public policy structures at the national level include:

- Government Relations Advisory Committee that for the most part consists of government relations professionals from the corporations whose principal sits on the Red Cross Board of Governors.

- Fifty state relations representatives, who usually are the managers of the state capital city chapters, or the field service managers for the state capital city areas, who do this work in addition to their other responsibilities with very limited resources to apply to state relations and very often with no specialized staff (either paid or volunteer).

  In only four states does Red Cross have paid specialists in government relations, and in only two of these states are they employed on a full-time basis.

- Staff support of a very limited nature housed in the national headquarters Office of General Counsel. This support consists of two full-time staff (one paid and one volunteer) working with occasional assistance from an in-house attorney.

Comparisons of the Red Cross structure in place for government relations (i.e., for collecting information about, keeping track of, analyzing, and making recommendations about legislation affecting Red Cross and the nonprofit community) with the structures of other organizations performing similar tasks demonstrate clearly why Red Cross is not in the forefront on matters of public policy. To cite but one example for comparison at the national level, the American Association of Retired Persons (AARP) has thirteen full-time paid lobbyists assigned to Capitol Hill alone.

There is fairly common agreement that the Red Cross is very selective about the issues for which it will mobilize its chapter network. A recent successful example is the allocation by the U.S. Congress of $7 million to Red Cross AIDS activities at least in part due to a carefully orchestrated grass roots lobbying effort. Certain characteristics were apparent:

- Concern about AIDS is closely identified with the Red Cross and its primary program mission.
- Increasingly, chapters and blood regions are willing to inform the public about Red Cross efforts relative to AIDS and, therefore, are willing and effective participants in mobilizing congressional support.
- Other voluntary sector organizations identify the Red Cross with AIDS programming.
- Strategic support came from key leadership volunteers and paid staff at national headquarters.
- There was an easily definable need and program.

The Red Cross Board of Governors and Chapter Board Composition

Fundamental to Red Cross effectiveness in shaping public policy is the composition of its corporate Board of Governors and the boards of its chapters throughout the country. While detailed study data on board composition and functions are reported in the resource document of this study and in this volume under volunteer profiles, selected findings aid our understanding of Red Cross capacity to influence policies of importance to the voluntary sector as a whole.

- Three quarters of chapter leadership volunteers gave their boards good to excellent ratings as having visibility in their communities, a necessary prerequisite to being able to mobilize local public opinion in support of Red Cross positions.
- One half of Red Cross chapter leadership volunteers report that they serve on "several" voluntary sector boards in their local community, another indicator of influence potential on issues of Red Cross policy significance. The other half report serving on one (23.2 percent) or none (24.5 percent).

- A third of Red Cross chapter leadership volunteers report that they are also a member of the local United Way board of directors.
- Eight of the fifty members of the Red Cross Board of Governors are appointed by the President of the United States, seven of whom are public servants at the highest levels of the executive branch of the federal government.
- Red Cross corporate Board of Governors members report extensive participation as volunteers with a wide range of voluntary organizations. Only 2.6 percent of the board respondents indicated no concurrent participation. Two thirds reported participation with the United Way in some way.
- However, few corporate Board of Governors members report participation on national or international boards of major voluntary organizations. Of the 78 current and former board members responding, one reported having been a member of the United Way board of directors while also serving on the Red Cross board, one on the Association of Junior Leagues, three with the Boy Scouts, one with the Girl Scouts, and one with the U.S. Chamber of Commerce. This limited intermingling of national boards may limit Red Cross influence in the policy development process within the voluntary sector.

Other External Perceptions on the Red Cross Public Policy Role

Interviews with thinkers and mid-level managers in the field of volunteerism parallel the perceptions of the National Assembly executives of the Red Cross public policy role. The Red Cross is uniformly respected for its programmatic initiatives and for its well recognized abilities in managing its own volunteer force. However, its very strengths -- tradition, self-sufficiency, and neutrality -- are seen as having inhibited it historically as well as currently from outspoken high-profile advocacy on social issues especially, but on volunteer issues as well.

Additionally, the view was expressed that since the Red Cross program areas are very broad based, the Red Cross does not represent any particular constituency. Therefore, it is said, Red Cross has not developed a "lobbying" tradition or capacity, as other more parochial organizations have. Thus, even when it comes to advocacy on volunteer issues in which the Red Cross does have an interest, Red Cross is not likely to assume a leadership advocacy role because it does not have the necessary infrastructure of staffing, posture, and contacts.

Persons acquainted with Red Cross operations in disaster, aid to military families, and the Red Cross presence abroad with U.S. military forces, felt that the special relationship with government agencies enjoyed by the Red Cross as a result of these programs has not been translated into a leadership asset for the organization.

Internal Perceptions on Public Policy Role

Red Cross paid and volunteer staff also do not perceive the organization as a leader in affecting public policy though they see it as an influential participant in group action on selected issues such as tax policy vis-a-vis nonprofits. In the field of volunteerism specifically, it is felt that the Red Cross is no longer viewed nationally as the most prominent voice in the field. Liaison with government agencies involved in volunteer-related activities and representations in front of legislative committees are seen as most often left to the umbrella organizations at the national level. In the field, perceptions vary.

However, there is a feeling throughout the organization that in the more general area of raising volunteer consciousness and raising community awareness of volunteers and volunteer activity, the Red Cross is still in a position to make a difference and actually does so by virtue of its size, breadth of outreach, image and high trust factor, though not always as purposefully or self-consciously as it might. United Way is also seen as effective in this area.

There is also internal concern that the membership of Red Cross boards -- both at the national level and in the field -- is less prestigious and carries less "clout" in the community than the boards of other agencies, especially United Way. This is seen as inhibiting a position of high-profile leadership. The presence of cabinet-level Presidential appointees on the Red Cross Board of Governors is viewed by many as a symbol of image and prestige rather than as a means of influence or power.

Finally, there remains open the degree of organizational interest in having the Red Cross become more of an advocate for voluntary sector issues. A major emphasis on such advocacy would be a substantial change from the current organizational posture. On the other hand, looking back to the early years of the Red Cross, one finds a tradition of advocacy. Under Clara Barton and Mabel Boardman, the Red Cross was indeed a strong voice on behalf of humanitarian and voluntary causes, with access to and influence on the highest reaches of government.

The Red Cross As Program/Service Collaborator

National Assembly Leadership, Responses

Consistently, nonprofit executives recognized Red Cross effectiveness as a program/services collaborator with other voluntary sector organizations. For many of the respondents this was the area where Red Cross strength was most clear-cut, consistent with recognition of the Red Cross as a leader in blood services and disaster services, its more recent special efforts in youth services and serving the homeless, the advantages of its local delivery system, and its experience with volunteers in service and management.

The number of collaborative agreements, especially in disaster services, was also acknowledged. In this regard, several nonprofit executives suggested that their organizations and Red Cross had similar program agendas, that Red Cross leadership is eager for program and service collaboration, and that it is in this arena where the Red Cross can be most effective. This strategy was also identified as helpful in attracting current "under-volunteering" populations. One respondent suggested that there is no limit to the variety of programmatic collaboration options and that such activities provide a forum for the Red Cross to transmit its special know-how with volunteer management to other nonprofits in a positive framework.

Such efforts are also seen as having appeal to volunteers because they are often on the cutting edge of human need. Their "special" nature implies recognition and unusual satisfaction. Finally, they offer opportunities for collaboration beyond the voluntary sector as well (e.g., corporations, unions, state and local government, international organizations). The Red Cross was seen as working from a position of advantage in these relationships.

A number of prominent volunteer program administrators suggested that Red Cross is particularly well positioned to address cross-cutting problems and issues and to see interrelationships and opportunities for collaboration because of the breadth of its own service and delivery system.

Internal Perceptions of Collaborative Role

Within the Red Cross, programmatic collaboration was viewed as a fact of life and as a source of strength both nationally and locally. Collaborative agreements, with other nonprofits and with corporations and unions were considered significant opportunities for leadership at both the national and local levels and an area where Red Cross had moved ahead of other nonprofit organizations.

However on the whole, except for disaster and blood, the Red Cross was most frequently viewed as "one of many" rather than as a "leader" among volunteer agencies both nationally and locally. Even in disaster, there seemed to be a sense that other agencies (government agencies, churches, the Salvation Army) were developing very viable expertise of their own. However, the Red Cross is still the agency most likely to be asked to sit on advisory committees or governing bodies that deal with disaster and emergency responses and with blood and AIDS issues. It is felt that Red Cross training courses in disaster management are considered the state of the art in the field. Red Cross primacy in disaster preparedness (as opposed to disaster relief) is felt to be less clearly established.

In the health and safety arena, competition is more common than collaboration since course instruction lends itself less easily to collaborative initiatives. The American Heart Association and the YMCA and YWCA are often competitive both in terms of course content and pricing.

On military installations, where blood and disaster activities are usually relatively minimal for the Red Cross, the organization is viewed as "one of many" support agencies, with the exception of its emergency leave and emergency communication function, which is recognized as unique. As described in Volume II of this study, the U.S. Department of Defense itself has become increasingly involved in family support and in recruiting volunteers to assist its paid staff. New Department of Defense policies have begun to locate all support agencies under one roof on military installations for easier collaboration.

The Red Cross As a Leader in the Field of Volunteer Administration

As this document and Volume II aptly demonstrate, Red Cross experience in volunteer administration in support of its programs and services and in support of its 1.4 million volunteers is substantial and well-respected. In recent years, however, dozens of organizations with a single purpose mission of serving the special issues and needs of volunteers and volunteer administrators have come into being. As a result, some have suggested that opportunities and expectations for Red Cross initiatives and leadership in the field of volunteer administration have been minimized.

National Assembly Leadership Response

Each of the National Assembly interview respondents was asked whether their organization had sought technical assistance or guidance relative to volunteer role definition and volunteer administration in the past year from any of the other nonprofit organizations.

From those National Assembly interviewees for whom these issues had significance there were two types of responses: For some, there was simply no interest in looking outside their own organization for assistance, except for the occasional retention of a consultant or specialist in the field of volunteer administration to assist with a specific problem or training assignment. For those respondents acknowledging the need for more systematic assistance, the United Way, Independent Sector, and organizations specializing in support to volunteers were seen to be the logical providers of such assistance.

In any event, Red Cross was generally not identified as an obvious source of such assistance.

Among the reasons offered when asked why not the Red Cross were:

- Too dissimilar delivery structures and, therefore, not able to provide relevant assistance.
- The Red Cross is no longer interested in providing this type of assistance to other nonprofits.
- The Red Cross's fundamental roles are programs and services, not support for volunteer administration.
- Other organizations have this responsibility now.
- Emphasis on collaboration (rather than teaching/learning) is seen as a more appropriate relationship between organizations.

One nonprofit executive mentioned the Office of the National Chairman of Volunteers as an indication that Red Cross values volunteers and has more capacity to play a role here.

Respondents were asked on a scale of "1" to "10", with "1" being high degree of leadership and "10" being low degree of leadership, how they would rate the Red Cross as a leader in volunteer administration. The average rate was 3.61, with a low of 1 and a high of 9, suggesting a positive reaction to the Red Cross in this regard.

They were also asked, with "1" being a great deal and "10" being not at all, to what degree their organization looked to the Red Cross as a leader in volunteer administration. The average rate was 6.66 with a low of 1 and a high of 10 consistent with the stated practice of going it alone or relying on organizations other than Red Cross for assistance.

Other External Perceptions of Role in Volunteer Administration

Thinkers in volunteer administration and middle-level managers of nonprofit service agencies feel on the whole that events in the field of volunteerism have overtaken the Red Cross. They feel almost overwhelmingly that organizations that focus exclusively on volunteer issues have, by their very nature, the marginal advantage over organizations that are programmatic in nature and for whom the volunteer issues are just one of many concerns.

They point to the many publications on volunteer issues and to the many annual conventions and workshops that have become the accepted places for information exchange, networking, and training in the field of volunteerism. Additionally, they point to the many academic centers that are focusing on these issues and pushing forward the frontiers of knowledge in this area.

On the other hand, they see the Red Cross as providing three important elements to the field of volunteerism today:

- Hands-on experience in volunteer management and service delivery.
- Training expertise.
- Excellent individuals, both volunteer and paid staff, who are able to communicate the Red Cross experience.

Red Cross paid and volunteer staff are respected, popular, and frequently invited presenters and trainers at conferences and workshops both at the national and local levels. Some interviewees described entire local United Way conferences manned by Red Cross trainers.

Internal Perception of the Red Cross Role in Volunteer Administration

There is a strong feeling among many inside the Red Cross that the national organization has lost leadership in the field of volunteerism during the past decade. This feeling is only partially generated by the existence of the specialized and umbrella organizations and the professionalization of the field of volunteerism. Rather, many Red Cross volunteer and paid staff feel that the Red Cross has allowed the leadership role to slip through its hands by omission.

Areas in which the Red Cross is considered "behind" other organizations in proactive problem solving are:

- Minority recruitment.
- Board development.
- Standards of performance for boards.
- Board self-evaluation.
- Job segmentation for appeal to "project" volunteers.
- Training in volunteer administration.
- Mandating training in volunteer administration for all staff or even all human resources staff.
- Marketing of volunteer skill transferability.
- Resume building.

While many Red Cross respondents indicated that it would not be practical or even desirable to recapture an overall prominence in the field of volunteer administration, there was a general feeling that Red Cross should increase its visibility and leadership in areas in which it is a specialist and expert. These areas were seen to be:

- Involvement of volunteers in management (as opposed to governance or service delivery).
- Imaginative volunteer committee and board structures.
- Imaginative paid and volunteer staff relationships.
- Succession planning.
- Volunteer performance management.
- Volunteer development through cross training and "broadening" as well as through upward mobility.
- Broad perspective and issues overview because of variety of Red Cross services.
- New volunteer roles.

The means for regaining preeminence and recognition in the voluntary community in areas of Red Cross expertise were seen to be:

- Publication of generic volunteer administration materials applicable outside Red Cross.
- Greater and more active participation in conferences and workshops.
- Hiring, developing, and paying attention to long-range planners and thinkers in the human resource area.
- Greater external speaking roles for the National Chairman of Volunteers and other articulate volunteers.
- Marketing of Red Cross training courses and instruction.
- Separating out volunteer issues for external consumption even if we merge these considerations with programmatic issues internally.
- Sitting on boards of other organizations, especially community volunteer resources boards, and United Way boards.
- Establishing an advisory role on volunteer issues with government agencies at all levels.
- Higher profile for successful Red Cross volunteer initiatives through publishing articles in external professional publications.

At the field unit level, conditions and perceptions vary as to the role of Red Cross in matters of volunteer administration. However, there were many communities where the Red Cross is considered a leader in volunteer management. Many volunteer action centers that had started out with great fanfare have not lived up to expectations. Also, some local United Way initiatives in volunteer brokerage and referral have undergone retrenchment for a variety of reasons, leaving room for a strong Red Cross role.

SECTION VIII RECOMMENDATIONS

VIII-1. **It is recommended** that the American Red Cross raise its profile in matters of public policy affecting the nonprofit sector in general and volunteerism in particular. Such a higher profile would seem only fitting for an organization based on, and dedicated to, volunteerism, as well as one largely dependent on volunteers.

It is recommended that strengthened informational and advocacy efforts impacting the nonprofit sector as a whole be undertaken in concert with other members of that sector, but that the Red Cross assume a more visible and greater leadership role within the nonprofit sector on issues that specifically pertain to volunteers. It should do this from its position of strength as a respected, long-time, many-faceted practitioner in the field.

Increased volunteer and paid staff capacity will be necessary to achieve this broader public policy role.

It is recommended that strategies be developed to help the Red Cross derive greater benefit for its public policy role from the normal contacts with government officials at all levels that accrue to the Red Cross in the normal delivery of its services (especially SAF, Disaster, and other emergency services). Emphasis should be placed not only on influencing legislation, but on having Red Cross representatives sitting and invited to sit on government advisory committees at all levels dealing with matters affecting volunteers and volunteerism, in the same way as is now the case in matters dealing with disaster or blood.

VIII-2. In addition to its traditional volunteer strategy, the Red Cross has an interest in developing a volunteer strategy where stipends are given. That interest lies in facilitating the large-scale entry of youth, minorities, and non-affluent persons to its volunteer ranks, and in providing greater and more stable volunteer support to its overseas SAF stations. However, implementation studies have indicated that various legal and procedural roadblocks currently stand in the way of such an effort.

It is recommended, therefore, that the Red Cross, in collaboration with other interested nonprofits, propose and advocate before the appropriate public bodies legislation permitting private, nonprofit organizations to operate stipended volunteer programs under rules that are similar to those in place for such federal government programs as VISTA and the Peace Corps, and for various state and municipal Job Corps and Conservation Corps programs.

It is further recommended that contact be established and maintained by the Red Cross with proponents of various "vouchers-for-time" service corps proposals at the national level (such as U.S. Senators Sam Nunn and Barbara Mikulski and others), so that the Red Cross remains informed about, and potentially may have input into, the development phase of these ideas.

VIII-3. **It is recommended** that the Red Cross increase the visibility of its volunteer management strengths and skills within the nonprofit sector and that marketing strategies be developed both nationally and locally for this purpose.

Accordingly, the National Sector is encouraged to:

- Coordinate and partially fund efforts to ensure Red Cross presence in significant numbers among the speakers and work-shop leaders at major volunteer conferences.
- Coordinate and partially fund similar efforts to publicize Red Cross volunteer opportunities through presentations or displays at major conventions held by other nonprofit organizations.
- Discuss with leaders in the nonprofit community the possibility and potentials of making interested local chapters available for pilot projects that would test new ideas or approaches in volunteer administration and programming. The Red Cross as a "laboratory for new ideas" is an appropriate concept because of the Red Cross's cross-cutting perspective, hands-on and multi-environmental operations, experienced personnel, and the number and variety of its services and local service delivery units. "Laboratory" experiments would be properly documented and communicated both internally and externally.
- Market and develop as necessary Red Cross courses and instruction in the human resources field, especially in areas of Red Cross strengths such as volunteer performance management, volunteer/paid staff team relationships, leadership and personal excellence training.

- "Loan out" leadership volunteers to and/or develop leadership exchange programs with other volunteer organizations for the purpose of demonstrating Red Cross strengths, increasing collaboration, broadening the Red Cross information base and experience, and providing new challenges and stimulation for Red Cross leadership volunteers.

Field units should be encouraged to:

- Develop teams of presenters for national and local volunteer conferences and nonprofit organization conventions or meetings to articulate their most interesting programmatic ideas, volunteer management skills, and volunteer opportunities.
- Make their chapters available to interesting experiments in the area of programs or volunteer administration.
- Explore opportunities to assume leadership as a convener of local agencies for joint problem solving, especially where a leadership vacuum exists in the local nonprofit community.
- Market Red Cross courses, instruction, or unit experience in areas of strength such as volunteer performance management, volunteer/paid staff relationships, and leadership and personal excellence training.
- "Loan out" leadership volunteers to and/or develop volunteer exchange programs with other local volunteer organizations for the purpose of demonstrating unit strengths, increasing collaboration, broadening the Red Cross information base and experience, and providing new challenges and stimulation to leadership volunteers.

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A YEAR OF SPIRITED GROWTH

The Philadelphia Ranger Corps 1988 Annual Report

The Philadelphia Ranger Corps is a private, nonprofit organization chartered in 1987 to train urban park rangers and deploy them throughout Philadelphia's extensive Fairmount Park system. Ranger Candidates are recent high school graduates who participate in a rigorous, two year training and education program offered in partnership with Temple University. The Corps expects to staff Fairmount Park with a full complement of professional park rangers by 1993.

As a career development organization, the Philadelphia Ranger Corps faces a real challenge. How will it enable scores of young adults from the heart of the city to make the transition to productive adulthood while pursuing a college education, learning the skills and disciplines of a profession, and working together to serve their city?

When the first class of 40 Ranger Candidates began its eight weeks of orientation in November 1987, the typical recruit was very new to the notion of becoming a park ranger. In fact, many had not considered the profession until they were contacted about applying for a slot in the Corps' charter class. The profile of the first class suggests its diversity: 59% black, 30% white, 10% Hispanic, and 1% Asian, with an equal mix of men and women. They represent all areas of the city and 24 different public and private high schools.

In January 1988, the first class entered Temple University as full-time students. While some Candidates had previous college experience, most entered college for the first time. Some had lacked the resources to continue their education beyond high school and found themselves with limited opportunities to pursue satisfying careers.

The Candidates are majoring in Recreation and Leisure Studies in Temple's College of Health, Physical Education, Recreation and Dance. As fully matriculated students, they are required to take all of Temple's liberal arts core courses. After two years of successful study, they will be positioned to continue their college education on their own, should they choose, in any major they elect.

In July 1988, the second class of 40 Ranger Candidates began its orientation training and soon after entered Temple University. This second class of Ranger Candidates is also eager, talented, and reflective of the ethnic diversity and cultural vitality of its city.

The challenge to these young people is to excel academically and professionally, balancing their college studies with full-time work in the park for two summers and part-time work the rest of the year. The Corps provides them with two fully-paid years at Temple, plus an annual salary.

In addition to their college studies, Ranger Candidates undergo two years of intensive professional training and experience. A solid team of Corps professionals is in charge of this on-the-job program. Like its Candidate classes, the Corps staff is ethnically diverse and equally split between men and women.

At the end of 1988, 29 of the original 40 Candidates in Class I completed their second semester at Temple University. Class II, 36 in number, finished its first semester, and recruitment for Class III started.

Although the first semester is usually the most difficult for college students, the second semester was hardly a snap. Most Candidates' schedules included biology (lecture and lab), American History, recreation theory, first aid and CPR. In addition, five members of the first class and three Corps staffers enrolled in a sign language course to prepare them to serve the hearing impaired.

Course work at Temple was supplemented by weekly "enrichment seminars" led by Corps staff. Topics ranged from Personal Money Management to Basics of Ecology.

The Ranger Corps, of course, requires more than trained personnel.

Corps headquarters is the park's "Ohio House," refurbished by William Penn Foundation funding, and labor provided by the Fairmount Park Commission. The McLean Contributionship awarded a $50,000 grant to develop the Ohio House driveway and parking lot and to provide security lighting.

A distinctive and professional uniform establishes the image of those who wear it: therefore, much thought was given to the design and tailoring of the uniform for our new ranger corps. The aim was to evoke the traditional look of the park ranger profession with a decidely unique bent. The tan and brown uniform succeeds on both counts and is fast becoming a hallmark of the organization.

Adequate motor transport and reliable radio communications are essential. The Corps vehicle fleet consists of three vans, a station wagon and a four-wheel-drive vehicle. All are equipped with radios and are able to maintain contact with Corps headquarters and emergency personnel.

When on duty in the park, the smartly uniformed Candidates are divided into squads, each supervised by a ranger with previous park experience. Candidates on foot patrol carry state-of-the-art two-way radios.

Members of the Ranger Corps are not empowered as law enforcement officers, but they serve as effective "eyes and ears" for the Philadelphia Police Department and emergency personnel. Also, there is a nostalgic link with the old Fairmount Park Guard, an elite unit of mounted, foot and marine officers which was abolished in 1971, but whose many officers are now in the Philadelphia Police Department. They include Police Commissioner Willie Williams, who is among the former guardsmen who have provided invaluable assistance and inspiration to the Corps.

Last Memorial Day weekend the charter class of uniformed Ranger Candidates became a public presence. Between then and Labor Day, this class, then numbering 32, and their supervisors made contact with 169,000 visitors to the Fairmount Park system.

Most of these contacts were casual—a friendly greeting or an offer to help. But a very large number were more extended. These included friendly enforcement activities, like asking motorists not to park on the grass or cajoling waders to stay out of the fountains, and interpretive activities such as conducting short guided tours and providing detailed answers to questions.

This first summer, Ranger Candidates generally patrolled in pairs up and down Benjamin Franklin Parkway, in center city squares, along Kelly Drive and at the historic park mansions. There was also a ranger presence in the far reaches of Pennypack and Wissahickon Parks. Additionally, Candidates cheerfully assisted at dozens of special events, such as clean up day at Franklin Delano Roosevelt Park, haunted houses at Chamounix Mansion and Fisher Park, music festivals at Penn's Landing, and Unity Day on the Parkway which drew half a million people.

Remarkably, Ranger Candidates were first on the scene at 60 accidents—nearly one each day. These ranged from scraped knees to severe injuries from automobile and bicycle collisions. When Candidates were first on an accident scene, they would radio the headquarters dispatcher, who in turn called for emergency medical or fire services and police, if necessary. In the meantime, Candidates were responsible for administering first aid, assisting victims' families and friends, and controlling crowds. It may well be that one or more accident victims last summer owe their lives to a Ranger Candidate.

As the Philadelphia Ranger Corps matures, its positive presence in Fairmount Park will grow perceptibly. With two classes of Candidates now in service, between 60 and 65 Ranger Candidates will be patrolling the park and offering guided walks, talks, and information services throughout the summer of 1989.

Similarly, as their academic and professional training advances, Ranger Candidates will be even more effective as goodwill ambassadors for Fairmount Park—and the City of Philadelphia.

1989 will feature:

The Ranger Corps' first opportunity to serve in a visitor center, at the historic Water Works on the Schuylkill River;

Guided tours and talks that will offer interpretive programs at park sites and features;

Programs in the community which will promote the enjoyment and protection of Fairmount Park;

Special events such as noncompetitive walks, festivals, and ceremonies, all for the purpose of inviting the public to explore the wonders of Fairmount Park;

A Ranger Corps drill team to march in parades and an honor guard for official city functions;

A series of publications, maps, and posters which will promote the park;

Market studies and surveys by Corps staff to determine the preferences of park users and the effectiveness of the services the Corps provides;

Other Corps sponsored events designed to attract more Philadelphians and visitors to Fairmount Park for enjoyment, inspiration, and education about this exceptional resource.

1988 was a year of spirited growth, and 1989 will be a year of exciting new challenges. Additional young people will be chosen to join the select group of Ranger Candidates and will prepare to take their places as members of the Corps. Opportunities will abound for these young people as well as for all who hold dear the treasures of Fairmount Park.

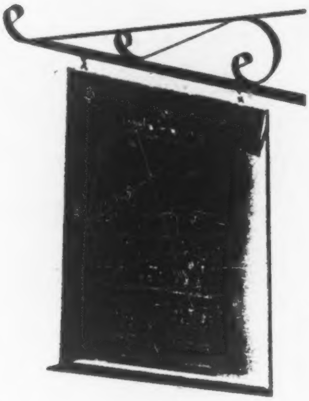
Join

The Philadelphia Youth Service Corps

Success is a journey of small steps.

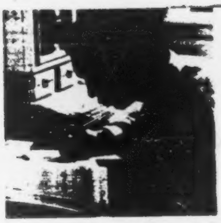
The corps will take this journey with you,

but the first step is yours.



We Make Good Things Happen

PYSC



PYSC is for you, if you're . . .

- 17 to 22 years old
- out of school and not working
- living in the city of Philadelphia

PYSC is NOT for you unless you're . . .

- trying to take charge of your life
- ready to work hard 35 hours a week, starting at minimum wage
- willing to keep to the PYSC rules
- a team player
- planning to stick with it for six months to a year

Your Week in the PYSC

Monday Tuesday Wednesday Thursday

7:30 Physical training (PT) at Penn's Landing or in the park

8:00 Group meeting to get ready for the day

8:30 Join your crew, ride the van to the worksite and start work

You get about an hour for lunch and two 15-minute breaks

3:15 Ride the van back to PYSC headquarters at 3d and Market

4:00 Two hours in the learning center

6:00 Go home, or spend time in the lounge

Friday

Same morning as Monday–Thursday

12:00 Ride the van back to PYSC, pick up your check and cash it

1:30 Go to Community Meeting to discuss the week, have workshops and videos on things like voting, work attitudes, dressing for work, sexual harassment in the workplace, continuing your education, finding and keeping a job.

3:30 The weekend begins!

What PYSC has for you . . .

A Challenge.

You find out about YOURSELF—how much effort you're willing to put out to get what you want.

PYSC begins for you with a week in the country—in Pottstown, PA—called The Hard Corps Challenge. It's an adventure. You meet new people, stay in a beautiful place, learn to handle discipline, find out how you get along with other people when you've all got a job to do.

Work and service.

You do something for your city AND learn how to get more education and a better job—and do better at it—after the corps.

Construction, landscaping, painting, renovating houses, helping people who need help aren't the only things you find out about. You find out that you can show up every day, be on time, dress right, work with other people, be responsible for what you do, and keep your cool when the boss loses his. You get monthly awards for doing well and that goes on your record. So you get a good reference when you apply for jobs after PYSC.

Education.

You spend two hours a day in a modern learning center with three different kinds of computers, great instructors, and materials that will help you learn whatever you want.

You can sharpen your skills, get ready to do college work, or get your GED if you don't have a diploma. You can learn to read a blueprint or do word processing or type, prepare for college entrance or military or civil service exams, find out what kind of job or schooling you really want and how to get it. The learning center has everything you need to build a better life.

Getting around.

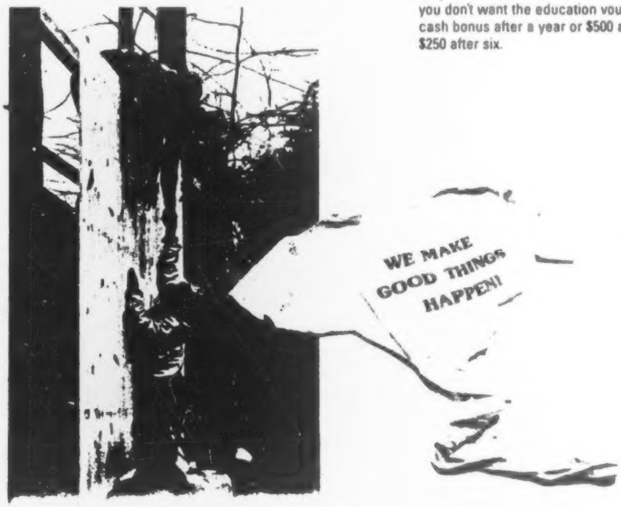
You work all over the city, team up with all kinds of kids, meet important people and feel good to be recognized for doing something important.

PYSC corpsmembers have gone to meetings in New York, testified in Washington, spoken at press conferences, met Mayor Goode, Senator Heinz, Harry Belafonte, bankers, people from IBM and other big companies. People on the street notice you, smile at the uniform, say "didn't I see you on TV?"

Money.

All that plus a paycheck, education vouchers and bonuses.

The starting pay is $3.35 an hour. That's not a lot, but you get a raise every three months—how much depends on how you're doing. Then there are vouchers to pay for more education: $2000 after one year in the corps or $1000 after nine months or $500 after six. If you don't want the education voucher, you get a $1000 cash bonus after a year or $500 after nine months or $250 after six.



Mike Connelly, chief crew leader
"By joining PYSC, you're saying 'I've gotta take care of business for myself. I'm gonna DO something!'"

Mary Ann Cummings, learning center teacher
"The learning center meets you wherever you are in your education. We all work on what we need—people who can't read well and people who're ready for college. We see a lot of improvement in everybody."

Diane Datcher, youth development coordinator
"If you need someone to talk to about a personal problem, there's always someone here for you—another corpsmember, your crew leader or me. And when you're ready to think about the future, we're committed to helping you get more education, learn a trade or find a good job."

PYSC hq staff with director Tony Fairbanks (second from left).

The Rules

Break one and you're out:

No fighting
No drugs
No weapons
No refusing to work
No refusing direction from your crew leader

Break one and you're in trouble:

Show up every day, in uniform
Be on time, every day, in uniform
Be at PT every morning, in uniform
Be in the learning center 4–6 Monday–Thursday
Be at Community Meeting on Friday

Philadelphia Youth Service Corps (PYSC)

33 South Third Street
Philadelphia, PA 19106
238-5200

PYSC, in its three-year demonstration phase, is being managed by Public/Private Ventures and supported by the Pennsylvania Department of Labor and Industry, the Private Industry Council of Philadelphia, City of Philadelphia, Greater Philadelphia First Corporation, The Pew Memorial Trust, United Way, and Aetna Life and Casualty Foundation.

Text: Natalie Jaffe and corpsmembers
Anthony Wilson, Anthony Womack,
Darrell Burnett, Yvette Young, Greg Thomas,
Tomeka Harris and Arthur Sparrow

Photos: Jim Klasen

Design: Charles Menasion

PHILADELPHIA
YOUTH SERVICE
CORPS

THE PHILADELPHIA YOUTH SERVICE CORPS (PYSC)
A YEAR OF ACHIEVEMENT

Founded in February, 1988, the Philadelphia Youth Service Corps is an intensive youth/community development effort which challenges its participants and provides tangible benefits to Philadelphia and its neighborhoods. To develop the capabilities of out-of-school youth, corpsmembers join a rigorous program designed to test their mettle and to equip them with the education, skills, commitment and experience they need to enter the work force. To build our communities, corpsmembers work in teams on critical community projects that otherwise would not be done.

Sponsored by the Private Industry Council of Philadelphia, Inc., and operated by Public/Private Ventures, the Philadelphia Youth Service Corps offers a select group of unemployed young Philadelphians the chance to overcome barriers to achievement and become productive, socially committed citizens.

During its first year of operation, PYSC made significant impacts on the lives of corpsmembers and on the well-being of this community.

Youth Development Achievements -- 1988

- Over one hundred and twenty "at risk" 18-22 year olds benefitted from its comprehensive education, skills-building and motivational program.
- Corpsmembers spent a total of 1,680 hours strengthening their academic skills in the PYSC Learning Center.
- Two thirds of all corpsmember are securing their high school diplomas through PYSC's individually tailored GED program.
- Because fitness and stamina is a hallmark of the corps experience, each youth enters the corps through a week-long "hard corps challenge" which tests their personal best. Each of the 120 corpsmembers who participated in one of this year's four hard corps challenges repelled down a 25 foot tree, accelerated along a 100 yard cable at speeds over 10 miles per hour, and scaled a twelve foot wall.

33 SOUTH THIRD STREET
PHILADELPHIA, PA 19106
(215) 238-5200

- Each corp achiever completes 250 hours of physical training including a total of 5,900 push-ups and 6,250 sit-ups as part of his/her daily work-out requirement.
- Three leading PYSC members testified before the U.S. Congress on the "American Conservation and Youth Service Corps Act of 1989" to extend the youth service corps concept across the nation.

Community Development Achievements -- 1988

- Provided Philadelphia with an average of 1,050 hours of work time per week, totaling more than 54,600 hours of donated labor on critical community improvement projects.
- Completed 23 work assignments at 21 sites throughout the city. Corpsmembers landscaped the white tiger exhibit at the Philadelphia Zoo, renovated low income housing in North Philadelphia, served food to street people in Kensington, and tutored refugee children in West Philadelphia. Work sites included: United Federation of Negro Women, Philadelphia Zoo, Habitat for Humanity, Philadelphia Refugee Service Center, Philadelphia Nursing Home, Philadelphia Rehabilitation Plan, ACORN, ASPIRA, Saint Francis Inn, Northwest Center, National Temple Recycling, INTER-ACT Inc., National Park Service, Penn's Landing Corp, Hannah House, Greater Philadelphia Food Bank, Philadelphia Committee for the Homeless, Project Rainbow, and Lower Kensington Environmental Center.
- Volunteered an additional 1,200 hours on 22 community service projects including the American Cancer Society's Bike-a-Thon, the Philadelphia Convention and Visitors Bureau's summer festivals and ASPIRA's community center opening.

PHILADELPHIA
YOUTH SERVICE
CORPS

PHILADELPHIA YOUTH SERVICE CORPS
FACT SHEET

PROGRAM OBJECTIVES

- Provide young adults, 18-22 years of age, with an opportunity to develop the personal, professional, and educational skills necessary to become productive, self-sufficient, service minded citizens.
- Provide service to the city of Philadelphia and its surrounding communities through the accomplishment of tangible work projects.

BASIC COMPONENTS

- **Physical Training**

  Physical training, a 30 minute exercise regime, enables corpsmembers to develop mental discipline, physical ability, and community spirit.

- **Worksite Experience**

  The PYSC worksite component is designed to provide corpsmembers with a wide array of public service experiences. In this process, corpsmembers gain specific work skills, learn and practice good work habits, and develop an esprit de corps.

  Presently, the PYSC consists of 47 members divided into five work crews. Each crew of 8-10 corpsmembers is under the direct supervision of the crew leader. The crew leader, a full time staff person dedicated to the ideals of the Corps and the betterment of each individual corpsmember, works alongside their crew lending supervision, personal guidance, and technical expertise.

- **Individualized Education**

  Corpsmembers receive 8 hours of individualized education each week in the PYSC learning center.

Information on student volunteerism at Susquehanna University

>> Susquehanna was the only college or university recognized for outstanding volunteer service by President Reagan's Program for Private Sector Initiatives in 1987.

>> Susquehanna students have given more than 100,000 hours of service (equivalent to 50 years on the job) to the community's aging, lonely and needy since 1976. These students are members of the Project House System. As members, they form their own projects, choose their community service, work at least two hours a week with the project and keep journals of their experiences. As members, they also have the privilege of living together in university-owned houses or suites in residence halls.
On Monday, February 20, Susquehanna will celebrate Student Volunteer Day, saluting outstanding student volunteers and projects in the community.

>> This year, almost 20% of Susquehanna's 1,400 students are participating in some form of community volunteer service. By graduation, more than 50% of every class has participated in a significant volunteer service activity.

>> This year, projects include serving as Big Brothers, giving consulting time to computer users in the community, helping at a local senior citizen center and a nursing home, acting as Girl Scout leaders, working with pregnant and parenting teens, and making the Susquehanna campus an arboretum.

>> Students, especially those who work with senior citizens, stay in contact with those they serve even after graduation.

>> Susquehanna traces the roots of community service back to 1859 when students built a plank walkway from town to campus with materials contributed by the community.

Susquehanna is a selective, residential undergraduate university in rural Selinsgrove (see-lynns-grove), Pennsylvania. Susquehanna is a founding member of the National and Pennsylvania Campus Compacts, coalitions of colleges and universities that promote public service opportunities for college students.

For more information, contact: Jane M. Daly, Director of Public Relations, Susquehanna University, Selinsgrove, PA 17870. (717) 372-4119.

Commonwealth of Pennsylvania

PennSERVE:
The Governor's
Office
of
Citizen Service

Everybody can be great because everbody can serve.
--Dr. Martin Luther King

We have the means and the obligation to make community service the common expectation and experience of all Pennsylvanians. By giving our young people the chance to give a little more than they take, we're building a better community, a better Commonwealth, a better nation, and a better world.
--Governor Robert P. Casey
Governor's 1989-90 State of the Commonwealth

Governor Robert P. Casey

COMMONWEALTH OF PENNSYLVANIA

PennSERVE: The Governor's Office of Citizen Service

> *Pennsylvania is now a national leader in voluntary youth service that benefits the common good. In 1988, on the 25th anniversary of the death of President Kennedy, Governor Casey established the Governor's Office of Citizen Service, called PennSERVE, to rekindle the Kennedy-era spirit of community service.*
>
> *PennSERVE's mission is to inspire all Pennsylvania citizens to engage in some form of community service. Although people of all ages volunteer, our emphasis is on the young.*
>
> *The opportunities for service are varied. In Philadelphia, public and private funds support a full-time urban youth service corps. Another youth corps of college-trained rangers patrols the city's famous Fairmount Park.*
>
> --Governor Robert P. Casey
> Governor's 1989-90 State of the Commonwealth

FULL-TIME SERVICE:

PennSERVE supports the development of full-time youth service corps.

> *Of special note is the PennSERVE program. This new program will provide jobs, job training, and educational opportunities for economically disadvantaged young men and women in an urban setting. A recommended $500,000 will be matched with locally generated monies to establish Urban Service Corps programs in two cities in the Commonwealth.*
>
> --Governor Robert P. Casey
> 1988-89 Budget in Brief

- The Pennsylvania Conservation Corps is the second largest full-time service corps in the nation. In just four years 8,000 young people have "worked, earned and learned" while preserving and improving the state's environmental and recreational resources. The Corps produces $1.38 of completed project for every dollar invested. Additionally, more than 50% of the corpsmembers were high school dropouts; all were unemployed; 30% were receiving some form of public assistance when they enrolled. After a term of service with the corps more than 70% moved directly into private sector jobs, the military or back into school.

- The Philadelphia Youth Service Corps and the Fairmount Park Ranger Corps, launched in 1988 with a mix of public and private funding, provide more than 100 Philadelphia youth with full-time service opportunities.

- The Urban Service Corps Initiative. PennSERVE has worked with the Job Training Partnership Act program and the Department of Public Welfare to launch two new Urban Service Corps in Pittsburgh and McKeesport whose programs began March 6, 1989. These corps are state-local partnerships in which each state dollar generates three local dollars to provide corps experiences for 200 youth every year.

PennSERVE works to bring youth service to existing youth programs.

> *Service brings real fulfillment. As a father, I had special satisfaction in my son Bobby's decision to join the Jesuit Volunteer Corps and teach a fifth grade class in North Philadelphia; and my daughter Erin's service working with the elderly and poor for a year in Scranton....*
>
> *The possibilities for service...are endless.*
>
> --Governor Robert P. Casey
> Catholic University Law School
> Commencement Address
> May 28, 1988

- PennSERVE works closely with the Bureau of Job Training Partnership (JTPA) and the Pennsylvania Service Delivery Area (SDA) Association to redirect the $27 million Summer Youth Employment and Training Program to more closely resemble the proven youth corps model. Twenty-one of Pennsylvania's 28 SDAs are already working to create summer corps by enrolling youth in crews with close adult supervision, organizing work in projects, and launching the summer with a four-day outward bound training experience.

• PennSERVE allocated $50,000 to the Summer Youth Program to integrate up to 20 crews by bringing non-JTPA eligible youth to work side-by-side with JTPA disadvantaged youth in order to enrich the summer experience of both groups.

• Pennsylvania's project to redirect and strengthen the Summer Youth Employment and Training Program is attracting national attention. New Jersey, Ohio, Maryland, and other states indicate interest in joining Pennsylvania in this major program improvement. The National Governor's Association's Working Group on Youth Service has urged all states to consider this approach. It is proposed as Title II of Senator Kennedy's recently announced youth service legislation.

> By all counts, Pennsylvania wins the prize in the service sweepstakes. The state is an example of what any state can do with inspired leadership and dedicated allies. Governor Casey has succeeded in creating a climate for service.
>
> --Youth Service America
> A Day In The Life Of Youth Service
> October 13, 1988

SCHOOL AND COLLEGE COMMUNITY SERVICE:

PennSERVE supports school and college based service-learning programs.

> *Community service is an effective means of raising self-esteem, cutting drop-out rates and aiding in the difficult transition from school to work by giving youth direct career and citizenship experience.*
>
> *Youth volunteers work faithfully to help their communities overcome problems, while learning to become leaders, organizers and, above all, givers.*
>
> --Governor Robert P. Casey
> Pennsylvania Youth Service Day
> October 13, 1988

• PennSERVE awarded $5,000 renewable-for-two-year minigrants to 40 model school-based community service programs.

• PennSERVE's Fall 1988 survey revealed 240 school districts out of 501 have community service programs. Thirty-two schools grant academic credit.

• Pennsylvania organized more participants in the nationwide Day in the Life of Youth Service than any other state. Two-hundred Pennsylvania schools and organizations celebrated October 13, 1988 at over 300 sites across the Commonwealth.

• PennSERVE has provided technical assistance to more than 20 school districts working to expand or inaugurate community service programs, including: Bensalem, East Lycoming, Elizabethtown, Harrisburg, Fox Chapel, Quakertown, Philadelphia, Pittsburgh, State College, Solanco, Steel Valley, Unionville-Chadds Ford, and Western Wayne.

• With PennSERVE's active encouragement and $10,000 of state support, the Pennsylvania Association of Colleges and Universities launched the Pennsylvania Campus Compact, a compact among 23 college Presidents to encourage student community service on campus.

• The 1989-90 budget proposes $500,000 to establish a Pennsylvania Literacy Corps to enlist the trained and organized citizen services of Pennsylvania's college students in the fight against illiteracy.

• The Pennsylvania Association of Secondary School Principals, the PA School Boards Association, The PA State Education Associaion, and The American Federation of Teachers have all expressed their support for community service.

> Resolved: That the State Board of Education believes programs of community service should be an integral part of education at all levels and strongly urges schools, colleges and universities to institute or strengthen community service programs so every student is encouraged to serve and participate in volunteer service.
>
> --State Board of Education
> January 12, 1989

VOLUNTEER SERVICE:

PennSERVE serves as an advocate for volunteering throughout the Commonwealth.

> *If we have a problem as a society, maybe it's that we've stopped asking, "What can you do for your country?" Because even the most willing volunteers can get frustrated trying to find how and where they can help.*
>
> *We can rekindle and ignite that spirit of commitment today by turning the word "ask" into a strong and active verb. We must ask our fellow citizens to serve rather than to be served.*
>
> *I believe, as President Kennedy did, that we get the best from ourselves and others when we're presented with challenge, not with drift.*
>
> *If we want to move again toward a period of greater understanding of the needs of our neighbors and a greater sense of public responsibility as citizens, we must foster an environment where those seeds of change can thrive. That takes leadership. The kind of leadership President Kennedy gave us a quarter-century ago. The kind of leadership we're trying to provide today in our Commonwealth.*
>
> --Governor Robert P. Casey
> Weekly Radio Address
> November 19, 1988

- A PennSERVE survey reveals over 180,000 Pennsylvanians volunteer to assist state government programs every year.

- PennSERVE, in cooperation with the Pennsylvania Association for Volunteerism, will sponsor the Commonwealth's first state-wide conference on volunteer service in June 1989.

- PennSERVE is working closely with the private sector initiative, **the Pennsylvania Citizen Service Project**, sponsored by the United Way of Pennsylvania, and Youth Service America.

- PennSERVE has worked closely with the Department of Labor and Industry's Job Center initiative to bring community based organizations and volunteers into the effort to bring jobs and job training to every Pennsylvanian.

- PennSERVE is providing technical assistance in support of a $50,000 JTPA grant to expand the highly successful volunteer-to-work program, VIPs, from McKeesport to three Pittsburgh area Job Centers, which enlists unemployed citizens in volunteer service while receiving unemployment compensation.

- PennSERVE has given Pennsylvania an active voice in the national debate on youth service. Governor Casey initiated the formation of a National Governors Association working group on youth service, which is now at work, with PennSERVE one of the leading participants. PennSERVE is also active in Youth Service America's working group on National Service, which is helping shape President Bush's YES Foundation, and is working with several legislative initiatives.

- During 1989 PennSERVE will conduct the first state-wide survey of volunteer service in Pennsylvania providing the first careful analysis of the estimated 4,000,000 Pennsylvanians who volunteer and providing the basis for a campaign to mobilize one million more volunteers.

> Pennsylvania Gov. Robert P. Casey said it best: "Volunteerism is powerful and it is contagious." That's why he proposed at the National Governors Conference a national task force on citizen service systems to rivet volunteers to the pressing environmental, educational and other needs of America.
>
> Governor Casey's declaration "we governor's have an obligation to provide the moral leadership for a new age of community service" was welcome.
>
> Properly assembled and led, such a panel could perform a matchless national service. Governor Casey should lead the charge.
>
> --Cincinnati Enquirer Editorial
> August 16, 1988

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